Steven F. Alder (#00033) Kassidy J. Wallin (#14360) Assistant Utah Attorneys General Utah Division of Oil, Gas and Mining 1594 West North Temple St. #300 Salt Lake City, Utah 84116 Tel. 801 538-5348



BEFORE THE BOARD OF OIL, GAS AND MINING DEPARTMENT OF NATURAL RESOURCES STATE OF UTAH

IN THE MATTER OF THE REQUEST FOR AGENCY ACTION OF CRESCENT POINT ENERGY U.S. CORP. FOR AN ORDER EXTENDING THE BOARD'S ORDERS ENTERED IN CAUSE NOS. 131-14 AND 131-24 TO ESTABLISH SECTIONAL (640 -ACRE OR SUBSTANTIAL EQUIVALENT) DRILLING UNITS AND TO AUTHORIZE UP TO 16 PRODUCING WELLS PER DRILLING UNIT SO ESTABLISHED FOR THE PRODUCTION OF OIL, GAS AND ASSOCIATED HYDROCARBONS FROM THE LOWER GREEN RIVER AND WASATCH FORMATIONS UNDERLYING THE RANDLETT AREA, COMPRISED ON **VARIOUS SECTIONS IN TOWNSHIPS 3** SOUTH, RANGES 1 AND 2 EAST, USM, AND TOWNSHIP 4 SOUTH, RANGED 2 EAST, USM, UINTAH COUNTY, UTAH.

MOTION TO DISMISS CRESCENT POINT'S REQUEST FOR AGENCY ACTION AS MODIFIED

Docket No. 2013-034 Cause No. 131-136

The Division of Oil, Gas and Mining (Division), by and though its counsel of record files this Motion to Dismiss Crescent Point's Request for Agency Action as Modified. This Motion is filed prior to the hearing in response to the request by Crescent Point in its Memorandum of Points and Authorities in Support of Request for Agency Action as Modified that "the Board

initially . . . determine only whether it agrees with Crescent Point that sectional spacing is appropriate or deny the Request. The other issues and relief requested are contingent upon that decision, i.e. if the Board denies the sectional spacing, no decision is required as to the remaining issues." As set forth in detail in its Memorandum filed in support of this Motion, the Division cannot, based on the undisputed facts filed in this case, find any legal or factual basis for sectional spacing and ask that the matter be dismissed.

The evidence does not and cannot support the establishment of a 640-acre drilling unit for the subject lands consistent with the requirements of the statute governing the establishment of drilling units. Utah Code § 40-6-6. The extension of prior orders to these lands on a section-wide basis is also not justified by the facts, prior orders, or any other provision of the statute.

Initially Crescent's brash statement that it will not accept spacing of these lands on any other basis than as requested suggests that the Board must either adopt Crescent's approach or forego any spacing of the lands and is precluded from making an alternative interpretation.

However, the Board is charged with the obligation to prevent waste, promote the development and production of oil and gas, and fully protect the correlative rights of all owners. Utah Code § 40-6-1. The Board is further authorized to make orders necessary for the spacing and location of wells Utah Code § 40-6-5(3)(b). The provisions of Utah Code § 40-6-6 do not limit who can initiate requests for spacing orders. The Board may file a request for agency action and arguably the Division could also initiate such an action. Utah Code § 40-8-8. Only the Board may order the establishment of drilling units for any pool. Utah Code § 40-6-8-6(1). Accordingly, if alternative spacing were necessary to protect correlative rights the Board might enter an order.

However, under Utah law spacing is not mandatory, and the Board can also dismiss the action rather than agree with a Request. In this case the dismissal of the RAA will allow the lands to be developed under the general well siting rule. It appears that development has not been stifled by the absence of spacing and that the 40-acre well siting rule has been conducive to development of these lands and is not inconsistent with the drainage area for wells in the area. There does not appear to be any danger that correlative rights will be adversely affected by not spacing these lands. Not spacing the lands will provide more protection to the owners of their correlative rights than spacing on a sectional basis. Alternative spacing on a smaller 160 or 40 acre drilling area over the objections of the Petitioner is not warranted.

Accordingly without suggesting that the Board may not enter a spacing order in this matter that is different than the sectional spacing requested, the Division asks that the matter be dismissed.

SUBMITTED this ___

day of January, 2014.

Steven F. Alder (#00033) Kassidy J. Wallin (#14360)

Assistant Utah Attorneys General

Utah Division of Oil, Gas and Mining

Steven F. Alder (#00033) Kassidy J. Wallin (#14360) Assistant Utah Attorneys General Utah Division of Oil, Gas and Mining 1594 West North Temple St. #300 Salt Lake City, Utah 84116 Tel. 801 538-5348



SECRETARY, BOARD OF OIL, GAS & MINING

BEFORE THE BOARD OF OIL, GAS AND MINING DEPARTMENT OF NATURAL RESOURCES STATE OF UTAH

IN THE MATTER OF THE REQUEST FOR AGENCY ACTION OF CRESCENT POINT ENERGY U.S. CORP. FOR AN ORDER EXTENDING THE BOARD'S ORDERS ENTERED IN CAUSE NOS. 131-14 AND 131-24 TO ESTABLISH SECTIONAL (640 -ACRE OR SUBSTANTIAL EQUIVALENT) DRILLING UNITS AND TO AUTHORIZE UP TO 16 PRODUCING WELLS PER DRILLING UNIT SO ESTABLISHED FOR THE PRODUCTION OF OIL, GAS AND ASSOCIATED HYDROCARBONS FROM THE LOWER GREEN RIVER AND WASATCH FORMATIONS UNDERLYING THE RANDLETT AREA, COMPRISED ON **VARIOUS SECTIONS IN TOWNSHIPS 3** SOUTH, RANGES 1 AND 2 EAST, USM, AND TOWNSHIP 4 SOUTH, RANGED 2 EAST, USM, UINTAH COUNTY, UTAH.

MEMORANDUM IN SUPPORT OF DIVISION'S MOTION TO DISMISS CRESCENT POINT'S REQUEST FOR AGENCY ACTION AS MODIFIED

AND

DIVISION'S RESPONSE TO CRESCENT POINT'S MEMORANDUM OF POINTS AND AUTHORITIES

> Docket No. 2013-034 Cause No. 131-136

The Division of Oil, Gas and Mining (hereafter "Division"), by and though its counsel of record, files this Memorandum in Support of its Motion to Dismiss Crescent Point's Request for Agency Action as Modified, and in Response to Crescent Point's Memorandum of Points and Authorities. This Memorandum is intended to supplement the memorandum filed by the Division on November 19, 2013 in response to the Request. The Division asks that the Board consider that memorandum as part of the record in this matter.

PROCEDURAL AND FACTUAL BACKGROUND

On October 14, 2013, Crescent Point Energy U.S. Corp. (hereafter "Crescent") filed its original Request For Agency Action (hereafter "RAA") asking the Board to establish 640-acre drilling units, to allow drilling of up to 16 in-fill wells per drilling unit, to approve existing wells as legally acceptable locations, and to approve the drilling units retroactively to the respective dates of first production for the existing wells. Prior to the December Board hearing, MJG Western Exploration & Development, LLC (hereafter "MJG") filed a Request for Continuance alleging it was adversely affected by the retroactive spacing and needed additional time to prepare their response. The Board granted the motion and continued the matter until the January 22, 2014 Board Hearing.

On December 16, 2013, Crescent filed a "Modification of Request for Agency Action to Withdraw Certain Lands." This Modification purported to remove certain lands from the reach of the RAA, including those lands in which MJG had an affected interest.

Subsequently, MJG filed a Response to the RAA, a Joinder in Petitioner's [Motion for]

Modification of Request for Agency Action to Withdraw Certain Lands, and a Motion to Dismiss MJG from the cause. The Board has not ruled on these motions, but it is assumed that the Modification will be accepted, and that MJG will be dismissed.

On January 10, 2014, Crescent filed a Memorandum of Points and Authorities in Support of Request for Agency Action as Modified. The Memorandum addressed the issues the Division raised in its November 19, 2013 Memorandum, including the size of the requested spacing units and the retroactivity of the requested spacing units.

The RAA as modified seeks to establish drilling units (spacing) for the Lower Green River and Wasatch Formations on 54 sections of <u>unspaced</u> lands located Southwest of

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Randlett, Utah. These 54 sections of land generally form the shape of a horseshoe (or crescent), and are relatively undeveloped for as oil and gas production—there are just 19 wells on the entire 54 square miles. The lands are located between the Bluebell Field and the North Monument Butte Fields, *see* RAA Exhibits C, F-2, and I, and all but one of the existing wells began producing in 2013 or later. With the exception of two wells (located in the NW1/4 of Section 15 T4S R2E), all of the 19 wells are at locations consistent with 160 acre spacing; i.e. one well per quarter section. Since these wells have been drilled on locations allowed under the general siting rule, all of the locations are also consistent with 40-acre spacing.

The lands immediately to the south, within the horseshoe of the subject land, (including the lands withdrawn from the RAA) are not spaced but have been extensively developed under the general siting rule with up to 16 wells having been drilled per section.

Ownership of the lands within the RAA is a mix of tribal minerals (100% leased by Crescent), Indian Allottee lands (partially leased by Crescent), and third party fee lands (partially leased by Crescent). The lands are located within the boundary of the Randlett Exploratory Development Agreement between the Ute Tribe and Crescent's predecessor in interest. *See* RAA Exhibit E. The Division has been advised by counsel for Crescent that production has been shared on a lease basis, and that the leases coincide with the ownership tracts as shown on RAA Exhibit D. Only two of these lease tracts include an entire section and most are much smaller. None of the production is being shared on a 640-acre basis.

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SUMMARY OF ARGUMENT

I. A SECTIONAL 640-ACRE DRILLING UNIT IS NOT APPROPRIATE FOR THESE LANDS.

- A. When An Area Is Initially Spaced, The Drilling Unit Should Approximate The Area That One Well Would Reasonably Be Expected To Drain.
 - 1. Drilling Units Must Be Based On The Evidence Presented At The Hearing.
 - 2. The Size Of A Drilling Unit Previously Established For Adjacent Lands Even On The Same Common Source Of Supply Does Not Control The Size Of A Drilling Unit To Be Determined For Un-Spaced Lands.
- B. Simultaneous Spacing And Approval Of In-Fill Drilling Is Generally Not Consistent With The Statutory Purposes Of The Act And Should Be Allowed Only When Necessary To Fulfill Other Statutory Obligations.
- C. Drilling Units Must Be Fair And Reasonable.
 - 1. Sectional Drilling Units That Are Inconsistent With Actual Drainage Create Inequities And Are Not Fair And Reasonable.
- 2. In Is Not Unfair Or Unreasonable To Establish Spacing Based On The Evidence Rather Than On A Sectional Basis.
- D. Prior Orders Relied On By Crescent Are Distinguishable And Do Not Require Sectional Spacing Order In This Case.
 - 1. The Board Is Not Bound By Prior Orders And May Make Inconsistent Findings If Required By The Law And Facts As The Board Determines.
 - 2. The Orders Are Based On Different Facts And Do Not Support Sectional Spacing In This Matter.

II. RETROACTIVE SPACING IS NOT REQUIRED OR APPROPRIATE IN THIS CASE.

- A. The Utah Oil And Gas Conservation Act Generally Precludes Retroactive Spacing Except When There Is Inequitable Conduct.
- B. Federal Regulations Do Not Mandate Retroactive Spacing.

ARGUMENT

I. A SECTIONAL 640-ACRE DRILLING UNIT IS NOT APPROPRIATE FOR THESE LANDS.

A. When An Area Is Initially Spaced, the Drilling Unit Should Approximate the Area That One Well Would Reasonably Be Expected To Drain.

The legal standards governing the establishment of drilling units in Utah are set forth at Utah Code § 40-6-6. When establishing a drilling unit, it is to be of a size such that only one well will be drilled in it for production of the common source of supply. Once a drilling unit has been established by order of the Board, no other wells can be drilled in the drilling unit unless the Board modifies the spacing order. Thus, when establishing a drilling unit, the goal is to estimate the area that one well can "efficiently and economically drain," keeping in mind the provision that the drilling unit not be smaller than such an area. The provision that a drilling unit should not be smaller than an area drained by one well, when read together with the provision allowing "one well" per drilling unit, suggests that drilling units should not be oversized, but should be tailored as closely to the drainage area of one well as possible. *Compare* Utah Code § 40-6-6(2) with Utah Code § (40-6-6(3).

1. Drilling Units Must Be Established Based On The Evidence Presented At The Hearing

The establishment of drilling units requires the Board to balance two requirements of the statute: to allow for just one well per drilling unit; and to not have the area smaller that the area one well will drain. To accomplish this, the Board relies on expert testimony of landmen, geologists and petroleum engineers. These experts identify the lands to be spaced, and provide evidence and testimony to estimate the probable drainage area for a pool. The determination is based on a combination of many factors, such as the structural geology of the area, the depositional environment at the time of formation, the depth of the formation or

pool, the porosity of the rock, the type of resource (gas or oil), characteristics of the resource such as density and gas/oil ratio, the methods of extraction, the costs of production, the location of the resource, the value of the oil and gas, and more.

The Board's application of the law to such evidence relies on estimates and averages for the resource and the pool. Although ideally or theoretically one sized drilling may be established once for a pool, this is not usual and is not a requirement of the statute. A "pool", or common source of supply, that is geographically extensive, such as the Green River Wasatch Formation that extends over hundreds of square miles, will vary from area to area in characteristics such as porosity, depth to strata, gas to oil ratios, etc. In addition, drilling methods selected and value of the resource will affect the area that one well can "economically" drain. There is uncertainty with regard to all testimony and evidence. The wise application of the statute requires that the first drilling unit for a pool be established with an allowance for error by making it larger than might be most efficient. After a steady period of production, a more accurate estimate is possible.

In this case, Exhibit O shows that wells within the subject lands are expected to drain no more than 78 acres and as little as 6 acres with an average of about 40 acres. Exhibit P shows that for land south of the subject lands, the drainage area varies from 5 to 200 acres. Crescent has not presented the average drainage area for these wells, but a visual inspection of the drainage bubbles on Exhibit P suggests that there is only one well that appears to drain more than 160 acres and that most wells drain much smaller area closer to the 40 acres shown for the subject lands. No evidence supports a drainage area of 640 acres or even 320 acres.

¹ Utah Code § 40-6-2(19) defines "pool" as "an underground reservoir containing a common accumulation of oil or gas or both. "

Apparently Crescent believes that the evidence supports allowing up to 16 wells per section which would correspond to a 40-acre drilling unit for the spaced lands. The wells immediately adjacent on the South of the Subject Lands have been developed on 40-acre siting without spacing. Arguably, a 40-acre drilling unit might be smaller than the area that one 'typical well' would efficiently drain. Since the lands have not been spaced, and there is relatively little development over this large area, it would be wise to be conservative and so the Division would support a drilling unit size of a quarter section—160 acres. All but two of the existing wells are drilled at locations that are consistent with 160-acre spacing.

Crescent's evidence does not attempt to support and cannot support a finding that one well will drain 640 acres. Crescent's RAA for spacing is based on other criteria that are not provided in the statute and that are improper basis for establishing a drilling unit.² Because the evidence does not support sectional spacing and the alternative arguments of for sectional spacing are contrary to the statute and law, the Request for sectional spacing should be denied. Crescent states in its memorandum that if the Board will not grant the request for sectional spacing they do not desire spacing. Accordingly, the Request should be dismissed.

2. The size of a drilling unit previously established for adjacent lands even on the same common source of supply does not control the size of a drilling unit to be determined for un-spaced lands

It would be error to enter a spacing order on the theory that it is mandated because of a prior order for adjoining lands. There is no requirement in the statute or in case law requiring that a drilling unit be the same size for all lands that cover a common supply. Such a requirement would defeat the rights of owners who were not parties to the hearing to have their own hearing and obtain an independent determination, and would deprive the Board of

 $^{^2}$ Crescent argues that 640-acre spacing is justified because adjacent lands that overlie the "same pool" are spaced on a sectional basis.

There is no such requirement and it would be unwise to bind all subsequent owners and operators to the conclusions reached by the first Board order based on the evidence at that time. The Board must do its duty in each case based on the evidence.

The only authority that Crescent cites for such consistency is the language that "Each drilling unit shall be of uniform size and shape, unless the board finds that it must make an exception due to geologic, geographic, or other factors." Memorandum of Points and Authorities at 9 (quoting Utah Code §40-6-6(4)(a)). This language was not intended by the drafters as an overriding mandate that would preclude the Board, when hearing evidence for an un-spaced area over a common source of supply such as the Green River Wasatch Formation, from making the more critical investigations and determinations regarding drainage area at a later time when more information is available. The language in this provision is too vague and broad to have been intended to carry the limitation Crescent seeks. Even if this was the intention, the exceptions for "geologic, geographic, or other factors" would make the limitation almost meaningless since it plainly allows drilling units of different sizes for the same pool based on these broad factors. The exception allows the Board to use almost any other criteria to make a different determination. Such a broad allowance for exceptions belies the idea that it was ever intended as a limitation on the power of the Board to make an independent determination for each case. If this had been intended, the statute would not be so cavalier about exceptions and it would be expected to expressly address common problems of consistency with prior orders for lands and by necessity would have addressed simultaneous spacing and infilling.

A more reasonable intent for this language is that it was intended to govern the consistency of the individual drilling units when making a spacing order for a pool; i.e. the

sizes of the many individual drilling units in an area spaced by an order. This is consistent with the Board's practice, which allows odd-sized drilling units when necessary for geographic factors, such as survey irregularities, or rivers. Geographic factors would not be a basis for determining the area that a well drains.

Applying the "uniform size and shape" language to require the same sized drilling unit for all spacing orders for a common source of supply as large as the Lower Green River and Wasatch Formation, fails to accomplish the very purpose of the spacing hearing, which is to limit the rule of capture, define ownership, and establish correlative rights.

Crescent also bases its insistence on a sectional drilling unit on the provision permitting the Board to extend a spacing order to adjacent lands that overlay the pool. Utah Code § 40-6-6(60(b). The language allows for modifications of a spacing order; but generally not the spacing of un-spaced lands. Once a drilling unit is established and wells are drilled with production to be shared, certain rights of ownership and a history of shared production are also established. These rights and obligations are difficult if not impossible to unravel. For that reason, when changes occur that justify a change in the size of the area that a well can drain due to changes in the nature of the resource, drilling methods, value of the resource or any other cause, the remedy is to return to the Board and modify the drilling unit, to allow infill drilling or some other change. For a very large area that has established a drilling unit, this may mean that the original order continues to apply to a large area. However, the need for carrying forward the baggage of older orders does not apply to unspaced lands.

This RAA is not brought as a modification of any existing order. It is not filed under the heading of any such order, but as a new spacing request for un-spaced lands. Crescent is not seeking to enlarge the lands applicable to any of the adjacent orders, but only to apply the

sectional size of the adjacent orders while simultaneously changing the number of wells which is dependent on showing the size of the area to be drained. There is no reason to transplant a drainage area that is no longer applicable and was established in a prior order except if there is a modification of the original order. Exhibit D shows that the area to the West has been spaced on a sectional basis with <u>four</u> wells allowed per section, but Crescent is not asking for that order to apply. The lands to the north are spaced on <u>two</u> wells per section, but Crescent does not want that order to apply either. Crescent is seeking to create a new order and there is no obligation that it be bound by these prior orders. Even if this was the intention, the language does not supplant the primary statutory purpose which is to determine drainage area.

If a well will only drain 40 acres there is little reason to require that production be shared with owners of land that the evidence shows will not be drained. The Act allows the Board to approve pooling of resources and requiring that owners share in expenses of wells or risk penalty, but such orders first requires a spacing order. Utah Code § 40-6-6.5. To impose such governmental authority there must be a valid order with sound evidence. It is not right to require sharing expenses and resource based on some historic order that the evidence no longer supports.

It has never been the practice of the Board to forego the testimony of the petroleum engineer when the geologist establishes that this is a common source of supply that is the same as for an adjoining spaced area. The Board takes into consideration all factors related to the area of drainage, from economics to porosity. Crescent is effectively attempting to use this vague language to require the Board to apply a "field wide uniform spacing. The Board has never done so. If it were to try, it would do so expressly and give notice to all persons that may be affected.

Thus, there is no basis for establishing a drilling unit based on the language that drilling units shall be of uniform size and shape. Crescent is not seeking to modify any existing order to add these lands. This is a new spacing matter and the parties are entitled to begin with a clean slate.

B. Simultaneous Spacing And Approval Of In-Fill Drilling Is Generally Not Consistent With The Statute And Purposes Of The Act And Should Be Allowed Only When Necessary To Fulfill Other Statutory Obligations.

Recognizing that a sectional drilling unit of 640 acres is inconsistent with the evidence and the statutory requirements, Crescent seeks to cure these problems by asking the Board to simultaneously "modify" the order to allow infill drilling of up to 16 wells per section; a 40-acre equivalent. This attempt to use the provision allowing modification of an order is an obvious misuse of that provision and would essentially emasculate the requirement that a spacing order be based on the area one well can drain. If allowed it would eliminate the requirement for spacing based on drainage area; the essential and central purpose of spacing.

As has been explained, when lands have been spaced, the Board may (based upon proper evidence) allow for drilling of additional wells within the drilling unit, but this modification of an order would be at another hearing based on additional evidence. Utah Code § 40-6-6(6)(d). While it is not unusual to allow infill drilling for already-spaced areas, the primary reason is the difficulty of reversing the sharing of production. If there has not been drilling in a spaced area, the statute also allows for down-spacing to a smaller drilling unit, but to allow sectional spacing and simultaneously allow infill drilling of up to 16 wells per drilling unit is to ignore the statute's core purpose and provisions.

Occasionally, spacing orders will allow more than one well when required due to

physical constraints of topography or odd-sized sections as in the *Axia* matter decided in October, 2013. These situations are the type of adjustments intended by the exceptions provision to the "uniform size and shape" requirement for circumstances required by geologic or geographic factors. Utah Code § 40-6-6(4)(a). Authority for such orders may also be found in the power and duty of the Board to avoid waste, protect correlative rights, and to make orders establishing drilling units that are just and reasonable. Utah Code § 40-6-1 and § 40-6-6(5)(a).

Recently some orders approving <u>horizontal</u> drilling units have also allowed for simultaneous approval of substantial numbers of additional wells, but this has usually been done either on a pilot project basis to determine the appropriate spacing for such wells with the understanding that the initial drilling will establish a more accurate spacing based on actual drainage area for one well or due to the fact that the general siting rule for horizontal wells allows for a sectional drilling, even though more than one horizontal well is assumed to be necessary for such a temporary section-wide location.

In any event, such unusual situations are not in direct contradiction to the drilling unit statute in the way the simultaneous spacing and infill drilling as requested in this case is. If allowed in this matter, there would be no reason for an operator not to make such requests in the future. As will be discussed below, the inequities and problems associated with such spacing would proliferate and could not be prevented. The statute requires first that an area be spaced and that spacing is to be based on the drainage not some other factors. This simultaneous sectional spacing and infilling violates the general intent of the Act and should only be allowed in the unusual circumstances where it is necessary to fulfill some other purpose such as avoiding waste. The simultaneous infill drilling on such a large area in this case appears to have been done to thwart the purposes of the Act rather than fulfill them.

C. Drilling Units Must Be Fair And Reasonable.

1. Sectional Drilling Units that are inconsistent with actual drainage and/or allow for infill drilling create inequities and are not fair and reasonable.

Crescent argues that it would be unfair to treat the subject lands differently than the other lands overlying the same pool. It is hard to know how this is unfair. As discussed above, sectional spacing is not necessary to meet the requirements for spacing these lands. On the other hand, there are many inequities associated with establishing a drilling unit that is much larger than the area that is actually being drained by a well. If the Board establishes 640-acre drilling units, the production from just one well per section will be attributed to all owners in the section. This attribution will allow the operator to hold all of the leases with less drilling than if there were smaller drilling units. The operator gains an advantage, but there may be a less expeditious development of the area. The operator's incentive is to hold as many sections as possible and so to drill only one well until all of the sections are held by production.

The Randlett Exploration Development Agreement (EDA) boundary is shown on Exhibit D. Based on that exhibit, all of the lands in the RAA are subject to this agreement between the tribe and Crescent. The Division has not seen a copy of this agreement, but understands that such agreements require the drilling of wells under certain time constraints in order to maintain or acquire options for leases within the area. This obligation to drill or lose leases exacerbates the natural tendency to maximize holdings with minimal development. Thus, the sectional drilling is advantageous to the operator but at the expense of the lessees. Without sectional spacing, the lessees might otherwise either receive payments associated with production, or be able to terminate the leases, and negotiate leases with another operator on better terms. Sectional spacing creates an unfair advantage for the

operator and is unfair to the lessees.

Sectional drilling units exacerbate the problems associated with existing wells and create more inequities. For sections with existing wells, a larger drilling unit creates more problems than a smaller drilling unit regardless of whether the order is retroactive to the date of first production or not. If the spacing is retroactive, the owner receives no compensation for having taken the risk to drill the well and must repay moneys received and hope the other wells are drilled and are as productive; and if the order is not retroactive then he keeps payments received and collects from the others who did not share in his production. For sectional spacing, this problem applies for all producing wells, but if the spacing is smaller (in accordance with the evidence of draining) there are fewer problems. If a 40-acre spacing were applied there would be no issue of repayment in the event of retroactive spacing and there would be no unfair sharing for prior production if the order is not retroactive. For 160acre drilling units there are only a few wells that would require some accounting for past production than sectional drilling units. Thus, sectional spacing is unfair to the extent that it either creates or exacerbates the problems of distribution of production for existing wells by retroactive spacing or otherwise. Sectional spacing contrary to the evidence of drainage is unfair to the owners in sections with existing wells.

For sections without existing wells, in addition to the potential for delay and uncertainty of production to the leased owners due to the operators incentive to drill only one well per section, the unleased owners incur greater expense and delay in drilling their own wells (assuming infill drilling is allowed). If there is sectional spacing, unleased owners must pool all of the owners in the section in order to drill a well. If the land is spaced on 160-acre density (or 40-acre), the number of owners to be pooled is either less or none and the possibility of requiring a forced pooling hearing is also either less or none. This is not

only an expense to the owners but to the Division and the Board. If there is one un-locatable owner in a section, it is possible that there would need to be 16 pooling hearings for that section, and many less for a spacing order that complies with the statute and the evidence.

Sectional spacing is not consistent with the statutory requirement that a drilling unit be made upon terms that are just and reasonable. *See* Utah Code § 40-6-6(5)(a).

2. In Is Not Unfair Or Unreasonable To Establish Spacing Based On The Evidence Rather Than On A Sectional Basis.

Crescent argues that to space on any size other than sectional spacing will be unfair because operators are entitled to "production allocation on the same basis as other owners elsewhere in that same pool." Memorandum of Points and Authorities at 4. However, the only consistency in allocation is that it would be sectional. In all other respects, the sectional drilling units would be completely different because they would have four to eight times the number of wells per section. In any event, the purpose of the statute is not to establish perfect equality among operators, but to fairly determine a basis for sharing production that protects correlative rights. There is no basis in case law or statute for this claimed right of "equality" among operators, and it is hard to see how it is unfair to anyone to space as required by the evidence.

- D. Prior Orders Relied On By Crescent Are Distinguishable And Do Not Require A Sectional Spacing Order Or Simultaneous Infilling Drilling In This Case.
 - 1. The Board Is Not Bound By Prior Orders And May Make Inconsistent Findings If Required By The Law And Facts As The Board Determines.

It is not arbitrary and capricious for the Board to apply a different rule in this case than it has applied in prior matters if the facts and law support the Board's ruling. It is well established by prior rulings of this Board that it will diverge from previous decisions when it is persuaded that to do so is consistent with its statutory obligations to apply the law and the

facts of the case before it. However, in the orders cited by Crescent the facts of the prior inconsistent orders justify the different results and those cases and orders do not require the board to follow their precedent.

2. The Orders Are Based On Different Facts And Circumstances And Do Not Support Sectional Spacing In This Matter.

Crescent claims that the Board has on previous occasions established sectional drilling units even though the geologic and technical evidence submitted suggested that up to four wells would be required to adequately recover the resources. Memorandum of Points and Authorities at 10. These orders are each distinguishable in a number of ways. The most significant difference is that the highest number of wells authorized in prior orders is four wells per section, while the current Request asks for 16 wells per section. In addition, these orders are progeny of prior orders: the 140-6 first established 640-acre spacing; and was followed by the 139-8 order changing the well location, and the 139-42 order which allowed two wells per drilling unit, and the 139-84 which modified the order to allow up to four wells. Two of the Orders relied on include spacing for horizontal wells. Although Crescent says they may seek spacing for horizontal wells in the future, they have not done so in this Request. Spacing for horizontal wells, by the nature of the well siting rules, usually assumes sectional spacing. However, as horizontal drilling practices and experience develop in Utah, the type of spacing is also changing so that today spacing is more likely to be limited to just horizontal wells, to specific formations or strata, and may require two sections to be economical. Thus the possible future horizontal spacing may not be consistent with the sectional spacing sought here and is not a valid reason to adopt sectional spacing of vertical wells in this case, although it may have been in prior cases.

The 139-85 order did extend the four well per section spacing order to new and

unspaced lands, however there were no objections asserted and retroactive spacing was not required as there were no existing wells.

The 139-87 order also extended a prior order to unspaced lands on a sectional basis by allowing up to four wells per section, but with the additional provision that the wells could be horizontal or vertical. Allowing horizontal wells changed the nature of the development and justified sectional spacing to accommodate such wells. The order also asked for retroactive spacing, but only as to two horizontal wells (which were proper to be sectional by temporary siting rule) noting that the vertical wells did not require retroactive adjustment "because of uniform leasehold ownership within all of the other sections upon which well are located . . ." 139-87 Order at 14. The production for these two wells was made retroactive upon the representation that such retroactive sharing was required by the BLM and "to avoid interference with existing contractural agreements and prior production proceed allocation practices." *Id.* In other words, there was no change in the prior agreed distribution as a result of the retroactive spacing. All of the vertical wells were already subject to communitization agreements. *Id.*

The 139-90 order states that the sectional drilling did not affect the rights of the owners of existing wells because: "Although sectional drilling units had not yet been formally established by the Board inclusive of these lands, all of the leases within the respective sections upon which these wells are located have already been voluntarily pooled/communitized on a sectional basis." 130-90 order at 14. Retroactive spacing was requested for only one of the fourteen wells based on allegations that the BLM required it. That well commenced production just two weeks prior to the hearing and obviously there had been no actual payout. *Id.* at 15. Also this order is required to be a sectional order for the further reason that the request was for horizontal and vertical spacing and the default

horizontal siting rule requires a sectional drilling area for such wells.

II. RETROACTIVE SPACING IS NOT REQUIRED OR APPROPRIATE IN THIS CASE.

A. The Utah Oil And Gas Conservation Act Generally Precludes Retroactive Spacing Except When There Is Inequitable Conduct.

The Division refers the Board to its prior memorandum for argument regarding the application of the Utah Oil, and Gas Conservation Act and the court decisions applying that Act to define correlative rights and the prohibition against retroactive spacing.

B. Federal Regulations Do Not Mandate Retroactive Spacing

Crescent argues that "[i]f the spacing in this Cause for the ten sections is not made retroactive to the date of first production, Crescent Point is placed in an untenable position in trying to effectuate conforming pooling; namely, the Board's Order will require pooling as of the date of the entry of the spacing order but the BLM/BIA will require the communitization agreement to be effective as of the date of first production." Memorandum of Points and Authorities at 20. This statement is incorrect.

As Crescent acknowledges in its Memorandum of Points and Authorities, federal regulations state:

Unless otherwise provided in the cooperative agreement, approval of the agreement commits each lease to the unit in the area covered by the agreement on the date approved by the Secretary or the date of first production, whichever is earlier, as long as the agreement is approved before the lease expiration date.

25 CFR § 211.28(f); accord id. at § 212.28(f). Crescent draws attention to the "whichever is earlier" language, but ignores the first clause of the regulation—"unless otherwise provided in the cooperative agreement." While the "whichever is earlier" language is significant, focusing on it to the exclusion of the rest of the regulation does not adequately represent the

meaning of the law. The "unless otherwise provided in the cooperative agreement" clause provides an important foundation to the regulation, contemplating that in making an agreement, it does not always have to date back to the date of first production or date of approval of the agreement. Rather, parties can "otherwise" agree to make an effective date a later than the date of first production. Therefore, it is incorrect to say that the BLM/BIA "require" the communitization agreement to be effective on the earlier of the date of first production or the date of the communitization agreement's approval.

In fact, the BLM's Communitization Agreement Manual explains this very scenario. It states:

Approved communitization agreements are considered effective from the date of the agreement or from the date of the onset of production from the communitized parcels, whichever is earlier. An exception to this rule would be when the spacing unit is force pooled by State order after the date of first sales. In this instance, the effective date of the communitization agreement may be the effective date of the order.

BLM Communitization Manual, 3160-9, .11C3, ¶D. Approval and Effective Dates of Communitization Agreements (emphasis added). Thus, it is incorrect to purport that there are no exceptions to the "whichever is earlier" language. The BLM and BIA are free to authorize a communitization agreement that dates back to the effective date of a state-issued pooling order.

Therefore, contrary to Crescent's assertion, it is perfectly tenable for the Board to issue an order in this case that does not date back to the date of first production, and for the federal government to approve it. The Board would simply issue a spacing order whose effective date is past the date of first production. The Board would choose a date that was "just and reasonable" in light of all the circumstances. The Board has complete authority to do so, since it has "authority to regulate . . . the spacing and location of wells." Utah Code §

20-6-5(3)(b). The consequence of such a spacing order would be to establish spacing units with an effective date that could not be pre-dated by a subsequent pooling order. *See Cowling*. As provided in the quoted language above, this would not prohibit the federal government from authorizing a communitization agreement, although it would limit the effective date of the agreement. Rather, the federal government could "otherwise provide[] in the cooperative agreement" that the communitization agreement would date back only to the date of the pooling order (which, consequently, would be the same date as the effective date of the spacing order), not the date of first production. Such an arrangement falls perfectly in line with 25 CFR §§ 211.28(f) and 212.28(f), as well as the BLM Communitization Agreement Manual.

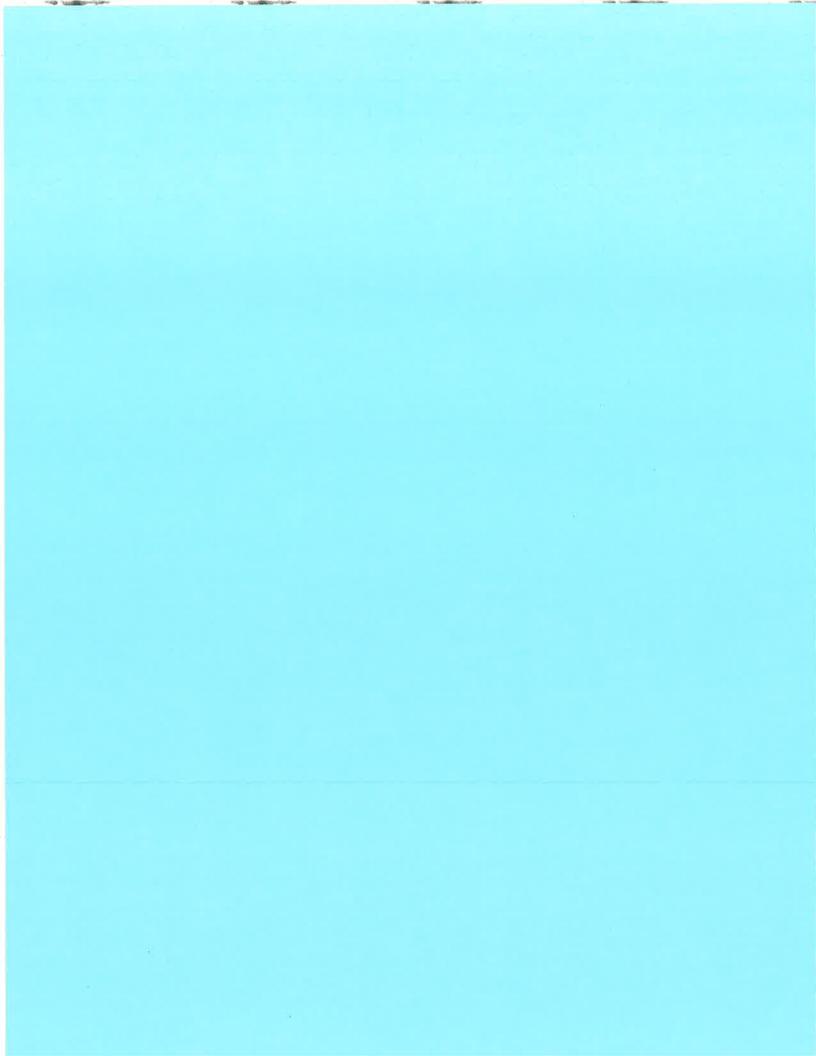
SUBMITTED this

day of January, 2014

Steven F. Alder (#00033)

Kassidy J. Wallin (#14360)

Assistant Utah Attorneys General Utah Division of Oil, Gas and Mining



MEMORANDUM

FILED

November 19, 2013

NOV 2 0 2013

SECRETARY, BOARD OF OIL, GAS & MINING

To:

Utah Board of Oil Gas and Mining

From: Steve Alder,

Assistant Attorney General

Re:

December 4, 2013 Board Hearing Memorandum

In the Matter of Crescent Point Energy U.S. Corp., Docket No. 2013-034, Cause

A ((Colors

No. 131-136

I. Introduction

Crescent Point Energy U.S. Corp., (Crescent) wishes to establish 640-scre drilling units, for the subject lands and simultaneously is requesting an order that the consent requirement of directional drilling rule R649-3-11(1.1) not apply. In this regard, this matter is similar to the Axia Energy LLC's Docket No. 2013-030, Cause No. 270-02 and the Newfield Production Co., Docket No. 2013-027, Cause No. 139-109 which were heard at the October 23, 2013 Board Hearing. In addition, Crescent is asking that the order allow drilling of up to 16 in-fill wells, that the existing forty-two wells be approved as legally acceptable locations, and that the drilling units to be approved apply retroactively to these forty two well as of the respective dates of first production.

II. Analysis and Discussion

A. Request to deem the consent requirement of the directional drilling rule (and of the exception location rule) inapplicable.

It is not clear to what extent Crescent seeks an exception to the directional drilling rule. The RAA sets forth in its preamble that the "Board expressly order the requirements of Utah Admin. Code Rule R649-3-11(1.1) be deemed inapplicable to any well directionally drilled upon said drilling units within the allowed set backs requested herein." RAA 2-3, emphasis supplied. However, in the prayer for relief, paragraph 3.(d), the RAA asks for an order: "Expressly declaring Utah Admin. Code Rule R649-3-11(1.1) is inapplicable to any directionally drilled well within the said drilling units as long as the productive intervals are within the setbacks as outlined in Paragraph (b) above, and with the caveat that, if any uphole completion closer that the set back is subsequently proposed, an exception location approval . . . will be required." (RAA 11, emphasis supplied)

¹ The Board may wish to refer to the Division's October 21, 2013 Memorandum regarding well location and siting rules which is attached for the Board's convenience.

If the request were that the directional drilling rule be ordered inapplicable to directionally drilled wells, so long as they are drilled within the setbacks established for the unit, a Board order would still be necessary according to the language of the rule. The ownership may not be uniform and absent an order that the rule is inapplicable, the owners within 460 feet of the well path would still be required to consent to the well or a Board order would be necessary. In such an instance, all correlative rights are protected if the rule is deemed inapplicable since production will be shared by all owners in the unit. It makes sense to waive the rule for such wells regardless of the notice to adjacent owners.

It is assumed that the language in the prayer is the intended relief: that is, that the request is to waive the rule as to all wells so long as the productive interval is within the set backs. This makes a significant difference, because then there is the potential (and it is a reasonable assumption) that a directionally drilled well may be commenced from a surface location that is closer than 460 feet from the drilling unit boundary and whose well bore will be less than 460 feet from the boundary prior to its entry into the spaced interval. In such a case, the owners who are required to consent will include owners of mineral interests located outside of the drilling unit. These owners will not share in production. The only means for these owners to be avoid what they may find to be adverse consequence of such a well location is to withhold their consent and object when the Board is asked to approve the location, or to drill an off-setting well.

Because the adjoining owners may have reason to object to the portion of the spacing RAA that asks the Board to waive the provision requiring consent for directionally drilled wells, there is a question as to whether such owners should be given notice of the spacing hearing before the Board can consider such a request. There is also a question as to whether such a notice, if given, would be is sufficient prior to knowing where such a well may be proposed.

As was argued in the October 21, 2013 Memorandum, neither the directional drilling nor the exception location rules limit their application to portions of wells within the spaced or productive interval. Thus the Board must decide if it should make an exception to the requirements that would otherwise apply. The Board does have authority to waive the rules by virtue of its rules (Utah Admin. Code Rule R649-2-1(2) and (3)(2013)), and its statutory authority to establish well locations (Utah code 40-6-6(5)(d)(2013)). However, such authority to deviate from the general rules is limited by the Board's statutory jurisdiction and delegated powers. There are two major considerations that could limit the Board's authority to deem a general rule inapplicable: (1) the requirement to protect correlative rights while seeking a greater ultimate recovery: see Utah Code 40-6-1(2013); Cowling v. Board of Oil, Gas, and Mining, 830P.2d 220 (1991); and Adkins v. Board of Oil, Gas and Mining, 926 P.2d 880 (1996); and (2) the duty to regulate oil and gas production in compliance with the notice and due process required by the Utah Administrative Procedures Act (Utah Code §§ 63G-4-101 to 601); see Utah code § 40-6-10 (1)(a) (2013), Utah Admin. Code Rule R641-100-500; and Hegarty v. Board of Oil, Gas and Mining, 57 P.3d 1042 (2002).

1. Protection of correlative rights of the adjacent owner.

Is the owner of minerals within 460 feet of a well location, who is otherwise required to give written consent to the drilling of a directional well, entitled to notice of a Board hearing where that right to written consent may be withdrawn? Petitioners argue that notice is not required since correlative rights are protected because the proposed order restricts this waiver to wells that will only produce from a spaced interval at a distance of more than 460 feet of the adjoining owner's lands. However, as was discussed in the October 21, 2013 Memorandum, the correlative rights protected by the Act is not just a right to the oil and gas beneath ones property. In fact part of the basis for this statement is due to the fact that what occurs beneath the ground within formations many thousands of feet below the surface may not be certain and depends on many technical factors that the Conservation Act seeks to address but in an imperfect and inpercise way. Thus correlative rights are defined as an 'opportunity' to produce a 'just and equitable' share of oil and gas 'without waste'. Hegerty v. Board of Oil, Gas and Mining, 57 P.3d 1042, at 1050 (2002) emphasis supplied. This "opportunity" is protected by "authorizing the board to limit a land owners right to drill as many wells and in whatever locations on its land as the landowner chooses" Cowling at 225. "Once the Board fixes the size of the drilling units in a field 'the drilling of any well into the pool at a location other than authorized by the order is prohibited.' Utah Code § 40-6-6(4)". Id.

Thus, the existing the statutory scheme and rules have been established to protect the opportunity to develop and produce oil and gas (correlative rights) and are arguably an integral part of an owner's correlative rights. It follows that any modification in the rights that may affect the opportunity to produce a just and equitable share of the oil and gas without waste would affect a person's correlative rights. The right to notice and the right to consent or object to an adjoining well is arguably protective of this opportunity. Therefore, correlative rights are affected by deciding the rule is inapplicable. Notice is required to protect the owner's opportunity to produce a just and equitable share of oil and gas.

2. Requirements of the Utah Administrative Procedures Act and protection of rights of Due Process.

Does the administrative law require that an adjoining owner have a right to notice and participation in the spacing hearing where the requirement for consent may be determined to be inapplicable? If the right to consent is a right established by state agency action (even if it is determined not to be part of the person's correlative rights), then any suspension of that right is governed by the Utah Administrative Procedures Act (UAPA) and the person is entitled to notice and an opportunity for a hearing. UAPA applies to "state agency action that determines the legal rights, duties, privileges, immunities, or other legal interests of an identifiable person, including agency action to grant, deny, revoke, suspend, modify annul, withdraw, or amend an authority, right or license; and judicial review of the action. See Utah Code §63G-4-102(1)(a) and (2). Here the identifiable persons are those who own mineral within 460 feet of the well bore and the right being suspended is the right to consent to a well that is drilled directionally

within 460 feet or have a hearing. The state agency action is the suspension of that right by the Board as requested by Crescent.

3. Prior Orders.

In the Axia matter heard just last month, the Board denied a similar the request for waiver of the consent requirement for directional drilling for wells that would be located closer that the requested set back because the adjoining owners had not been given notice of the spacing hearing requesting the waiver. This case, although just heard establishes prior precedent, and the Board's order in this matter should be consistent with that decision for the same reasons.

B. Simultaneous Spacing and In-fill well approval.

This matter raises an additional issue that was not addressed in either the prior *Newfield* or *Axia* matters. The RAA seeks spacing on a 640-acre basis and simultaneously asks for infill drilling of up to 16 wells per section; a 40-acre equivalent. Small portions of these unspaced lands have been extensively developed under the general well siting rule allowing one well per 40-acre quarter-quarter section with forty-two (42) existing wells having been drilled.

The Board may apply an order establishing drilling units to additional unspaced lands upon evidence that the lands also overlay the same pool. (Utah Code § 40-6-6(6)(b)) In this case Crescent argues that the lands should be included in the 131-14 and 131-24 Orders that established a 640-acre drilling unit for adjoining lands because they overlay the same pool or common source of supply. Crescent also asks that it be allowed to infill with up to 16 wells per section or a 40-acre equivalent density. When lands have been spaced, the Board may (based upon proper evidence) allow for drilling of additional wells within the drilling unit. Utah Code § 40-6-6(6)(d) Production from the wells would continue to be shared on a section-wide basis.

In this matter, these lands have not been spaced and have been developed and are producing from wells located according to the 40-acre general siting rule. The production from each well has not been shared nor has the risk of drilling a well. The evidence submitted with the RAA suggests that one well can effectively and efficiently drain 40 acres but Crescent also argues that the size of areas drained by one well is not consistent throughout a section, and that sharing production based on a larger drilling unit size is necessary to economically develop the pool. Crescent has the burden of demonstrating why 640 acres and not 40 acres, or 160-acres would be an appropriate size for drilling units in this area.

While it is not unusual to allow infill drilling for already spaced areas, the simultaneous spacing and infill drilling requested by Crescent is unusual. It is also unusual due to the large difference between the requested size of the drilling unit and the equivalent spacing density that would result from infill drilling. Occasionally orders allowing for spacing with more than one well for a drilling unit is justified due to

physical constraints of topography or odd-sized sections as in the *Axia* matter decided in October, 2013. These situations may justify more than one well per drilling unit. Orders approving horizontal drilling units have also allowed for simultaneous approval of substantial numbers of additional wells, but this has usually been done on a pilot project basis with the understanding that the initial drilling will establish a more accurate spacing based on actual drainage area for one well. It has also been the pattern due to the fact that the general siting rule for horizontal wells is one section, even though more than one horizontal well is assumed to be necessary for such a temporary section-wide location.

The major argument in favor of the requested drilling unit, is the need to establish drilling units to establish a federal communitization agreement (CA) for the Indian minerals. The primary objection to such a simultaneous spacing and downsizing is the effect on the other owners in the lands to be spaced. As of the date of this memorandum no objections have been filed. Assuming there is no objection from land owners and that they either desire or are required to have a section wide spacing, this objection is not as important although the spacing does seem contrary to the statute and protection of individual owners correlative rights. As argued below there are advantages to having a drilling unit that more accurately reflects the engineering data and is less than a full section. If a smaller drilling unit satisfies the requirement for a CA, then it is a better result for other reasons including avoiding conflict over retroactive application of the spacing order.

3. Retroactive spacing.

Crescent also asks that the drilling unit order apply retroactively to the date of first production for existing wells within the spaced lands. This retroactive application is also alleged to be required by the federal rules governing communitization agreements. A comunitization agreement (CA) is similar to pooling, and the Utah Court has held that retroactive pooling prior to the date of a spacing order is illegal absent evidence of inequitable conduct. The Court held: "a pooling order should be effective no earlier than the date of a spacing order, unless there are special circumstances that would make it just and equitable for an order to be retroactive to protect correlative rights . . . from inequitable or overreaching conduct." Cowling v. Board of Oil, Gas, and Mining, 830 P.2d 220, 229 (emphasis supplied). This language does not support using an effective date earlier than the date of the spacing order.

While it is true the RAA seeks retroactive *spacing* and *not retroactive pooling*, the purpose; i.e., to accommodate a CA is the same, and furthermore, the reasoning and rational for the decision in *Cowling* apply equally to retroactive spacing. The legal doctrine that is the foundation for the rule against retroactive pooling is the concept that correlative rights do not exist until the Board makes a determination of the size of a drilling unit "based on geologic and engineering evidence" presented at a hearing. As the Court said: "In short, under the Act, it is not possible to ascertain a landowners' correlative rights until the Board acquires the necessary data in a formal hearing, makes findings of fact, and enters a spacing and drilling unit order." *Cowling* at 226 The Court further stated: "Although a pooling order theoretically could be made retroactive to the

date of first production from an exploratory or wildcat well, even though that date is prior to the entry of a spacing order, *the Act* does not contemplate that result. Retroactivity of a pooling order under these circumstances would give adjoining interest owners correlative rights before those rights are defineable." Cowling at 227, emphasis added.

As the court notes: "an owner's failure to take action to establish and protect his or her interest in production prior to the entry of a spacing order constitutes a waiver of that interest until a drilling unit is established." The *Cowling* case does not merely suggest that the prohibition against retroactive pooling is a matter of procedure, that can be overcome by retroactive spacing. Rather, retroactive pooling is contrary to the Act, since the Act requires an evidentiary hearing before correlative rights are established and prior to that date (absent inequitable conduct) the rule of capture applies. Since the decision states that there must be some inequitable conduct on the part of the unspaced owner in order to apply pooling retroactively against him, it follows that there must also be some equitable reason to apply spacing retroactive to the date of first production. In the matter before the board there is no inequitable conduct that would justify retroactive pooling. Therefore these owners should also not be subject to retroactive spacing that will lead to pooling by way of the CA.

Making spacing retroactive to the date of first production will be difficult to administer and could create hardships for those owners who took the risk to drill the wells. Owners of such wells would not receive any additional compensation or reward for their risk and expenditure of capital to drill wells. It is not clear from the request how the prior production will be accounted and repaid. Presumably those who have drilled a producing well on a 40-acre location will be required to payback an amount representing the portion of production received that will now be attributable to the other owners in the section. Perhaps they will be allowed to deduct that excess amount before receiving any payment from any additional wells to be drilled in the section. Unless production from the existing well is less that the average well production for the section such an owner would receive nothing, and may need to payout money from past production as a result of the retroactive spacing. There could be an obligation to pay interest on the over production received. This result flies in the face of their expectations when the wells were drilled. Absent retroactive application of a spacing order, those owners who have drilled prior to the entry of the order would not need to share their past production. see Adkins v. Board of Oil, Gas, and Mining. 926 P.2d 880 (1996).

Whether the federal law requires that the Board waive compliance with the Act's prohibition against retroactive pooling and spacing is not a question that needs to be addressed² since applying 40 acres spacing avoids the problem. Forty acre or perhaps 160-acre drilling units rather than 640 acre units would eliminate or lessen the instances that may require retroactive spacing to comply with the federal rules, and would more correctly conform the drilling unit to the evidence of size of "the acreage that wells in the field can efficiently drain so as to maximize production." *Cowling* at 227

² Crescent has the burden of demonstrating that there is a federal preemption. They have not presented any argument to that effect. If Crescent does m make this argument, the Division asks leave to reply.

CONCLUSION

The Board should limit the request that the directional drilling (and exception location) rules be deemed inapplicable to all wells so long as they are completed in the spaced interval, to wells whose surface location is within the exterior set backs for spaced lands. The Board should not deem the rules inapplicable to locations that are closer than 460 feet of the exterior boundaries of the space lands since these owners have not been given notice of the request for waiver of the rule and are entitled to notice by virtue of the Act's obligation to protect correlative right or the UAPA requirements for notice and opportunity for a hearing when a right is waived.

The Board should also establish a drilling unit size for these unspaced lands that corresponds to the evidence of drainage as required by the Act. There is not a good reason to establish 640 acre sectional drilling units and it is contrary to the general requirements a drilling unit as set out in the Act. Orders that originally spaced land in this area on a sectional basis have been modified to allow greater density. The evidence filed with the RAA suggests that 40 acre spacing (the well density requested) or perhaps 160 acre spacing may be appropriate. Existing wells have been drilled under the 40 acre siting rule. Using smaller drilling units also avoids problems of retroactive pooling and accounting for production from the existing wells.

Although no owners have objected to application of the spacing order retroactive to the date of first production for existing wells, there is a serious question as to whether the Act as interpreted by the Utah court allows the Board to grant such a request. The intent is to form a CA that will effectively be similar to pooling of these lands and that result was rejected by *Cowling*. Perhaps federal law will preempt application of the Utah law.

CERTIFICATE OF SERVICE

I hereby certify that I caused a true and correct copy of the foregoing **MOTION**

MEMORADUM for Docket No. 2013-034, Cause No. 131-136 to be mailed by Email or via

First Class Mail with postage prepaid, this 22nd day of January, 2014, to the following:

MacDonald & Miller Mineral Legal Services, PLLC Attorneys for Petitioner Crescent Point Energy U.S. Corp. Frederick M. MacDonald, Esq. 7090 S. Union Park Avenue, Suite 420 Salt Lake City, UT 84047

Crescent Point Energy U.S. Corp. Attention: Ryan Waller, Landman 555 17th Street, Suite 1800 Denver, CO 80202

Michael S. Johnson Assistant Attorney General Utah Board of Oil, Gas & Mining 1594 West North Temple, Suite 300 Salt Lake City, UT 84116

Utah Division of Oil, Gas & Mining 1594 West North Temple, Suite 300 Salt Lake City, UT 84116 [Via Email] [Via Email]

Chalise Sargent Abelhouzen 1246 West 300 North Saint George, UT 84770

Annette Abercrombie Rt. 2 Box 2302 Roosevelt, UT 84066

Steven F. Alder

Assistant Attorneys General

United States of America Bureau of Indian Affairs Uintah and Ouray Agency (for the Ute Indian Tribe and Allotment Nos. 11, 12, 41, 43, 47, 71, 134, 154, 414, 559 and 687) P.O. Box 130

David W. Allington P.O. Box 375 Sydney, NE 69162

Margee Allan 373 N. 400 E. Springville, UT 84663-1457

Fort Duchesne, UT 84026

A-M, Inc. 7350 Island Queen Drive Sparks, NV 89436

Thomas B. Allington 1825 North Pennsylvania Street Indianapolis, IN 46202

Kay E. Anderson 683 West 925 South Orem, UT 84058

[Address updated 11/06/2013]

Anchor Resources, Inc. Attn: Gundy B. Hays 2139 Cumberland Drive Salt Lake City, UT 84124

Argo Energy Partners Ltd. P.O. Box 1808 Corsicana, TX 75151

Lili Marlaene Ashwood 3080 South Richmond Street, Apt #303 Salt Lake City, UT 84106

Marilyn Baker 3978 East 480 North Rigby, ID 83442

Mary H. Baldwin 526 East 350 South Lehi, UT 84043

Colleen H. Barton 104 Pelican Circle Oriental, NC 28571

Brent Bastian 2467 South 1500 East Ballard, UT 84066

Theda H. Batty 2615 East 2500 South Vernal, UT 84078

Lyle Baxter 12004 N.W. 36th Ave. Vancouver, WA 98685 Anita Ashby c/o Kenny Ashby 1 Northridge Way Sandy, UT 84092

Paul L. Atwood 6814 South 1300 East, Apt. 18 Salt Lake City, UT 84121

Ruby Jane & Ray W. Baker 846 Sanders Drive Hamilton, OH 45013-1431 [Address updated 11/06/2013]

Nicole Massey Bancroft 30 N. 1100 W. Vernal, UT 84078

David J. Barton 2915 Coventry Lane Greenwood, IN 46143

Larry Batchelor c/o Deborah Chapman 10207 218th Avenue Court East Bonney Lake, WA 98391

Vivian Baumgarner 701 West Avenue I Kingsville, TX 78363

Roger Baxter 6207 N.W. McKinley Vancouver, WA 98665 [Undeliverable]

Sharron J. & Grover C. Bethards 12315 Mundy Lane Lodi, CA 95240 Helen Baxter Bergeson P.O. Box 708762 Sandy, UT 84070 [Undeliverable]

Bigelow Utah Limited Liability Company 4640 South Eastern Las Vegas, NV 89119

Lana Bitton 5154 Heather Lane Park City, UT 84098

Black Stone Minerals Company, L.P. 1001 Fannin, Suite 2020 Houston, TX 77002-6709

Susan Bourgeois 1191 West I-10 Frontage Road Schulenburg, TX 78956

Patricia P. Brimley 2072 East Rainbow Pointe Drive Salt Lake City, UT 84124 [Undeliverable]

Hazel R. Brough Life Estate 380 Cobble Hollow Dr Roosevelt, UT 84066 [Address updated 11/22/2013]

Beverly Brough, deceased c/o Marilyn M. Veesart 1036 Elm Way Rock Springs, WY 82901 [Address updated 11/06/2013]

David B. & Susan Brough 5346 Woodstep Ave. West Valley City, UT 84120 Brent Birchell 940 West 1100 South Vernal, UT 84078

Blackmon Family Mineral Trust P.O. Box 8072 Horseshoe Bay, TX 78657

Lana Bonnet 815 2nd Avenue West Williston, ND 58801

Elaine C. Bowen 356 S 300 East Roosevelt, UT 84066

Brigham Krause and Vera Krause Heirs Trust 300 East 4500 South Salt Lake City, UT 84107

Donnell G. Brokaw 4220 South 1000 West Roosevelt, UT 84066

Brough Family Property Trust Gilbert L. Brough 2644 North 500 East Vernal, UT 84078-9532

Blaine R. Brough 822 West Lagoon St. Roosevelt, UT 84066 [Undeliverable]

Dean L. Brough 822 West Lagoon St. Roosevelt, UT 84066 [Undeliverable] Don Brough 7729 South Caballero Salt Lake City, UT 84093

Linda Brough 1430 Palisades Way Rock Springs, WY 82901 [Address updated 11/04/2013]

Rick Brough 2325 Sidewinder Dr. P.O. Box 680554 Park City, UT 84068

Priscilla Brown 23552 Villena Mission Veijo, CA 92692

Maree L. Burkman P.O. Box 87 Huntsville, UT 84317

James H. Burwell, Jr. Box 549 Rutherfordton, NC 28139

Roberta Marie Lucero Cabututan 144 Dale Avenue Vernal, UT 84078

Carl V. Larson & Margaret V. Larson Family Trust Carl V. Larson, Trustee 623 South 1700 East Spanish Fork, UT 84660

Chalfant, Inc. P.O. Box 3123 Midland, TX 79702 Douglas R. Brough 405 Lewis Street Rock Springs, WY 82901 [Address updated 11/06/2013]

Edward A. Brough 736 5th Ave. West #20 Rock Springs, WY 82901

Richard M. Brough 822 West Lagoon St. Roosevelt, UT 84066 [Undeliverable]

Lautha Ree Brown 217 East Schimmer St. Louis, MO 63111

Shirley H. Brown 9 Brookside Way Missoula, MT 59802

John W. Burwell, Jr. 5510 Sharon Rd. Charlotte, NC 28210

Juanita E. Butcher 6632 Daniel Way Murray, UT 84123

Rahnena M. Caldwell 3070 West 500 South Vernal, UT 84078

Harry E. Carleson, Jr. 6545 Canyon Ranch Road Salt Lake City, UT 84121 [Undeliverable]

Mark A. Chapman P.O. Box 450 Sealy, TX 79109

Ruben Chavez, P.O. Box 1514 Kirtland, NM 87417 [Undeliverable]

Darlene E. Christensen 333 S. 1160 W. Orem, UT 84058

Ray W. Christmas P.O. Box 386 Castle Dale, UT 84513

Julie Clark 12845 Center Rd Stormsburg, NE 68666-5002 [Address updated 1/9/2013]

Melvin D. Close, Jr. 2124 Redbird Las Vegas, NV 89134

Wayne & Norma Close LLC 201 W. 1400 South Orem, UT 84058

Colonial Royalties Limited Partnership 320 S. Boston, Suite 1108 Tulsa, OK 74103 [Undeliverable]

Billy F. Cook 2260 South 5000 East Vernal, UT 84078 Chaparral Royalty P.O. Box 66687 Houston, TX 77266

Brandon Chavez, et al P.O. Box 1388 Shiprock, NM 87420

Jess C. Cheney 7923 Danish Ridge Way Salt Lake City, UT 84121-5772

Julia Baxter Christensen c/o Helen M. Baxter 350 North 150 West Logan, UT 84321 [Undeliverable]

Jeanine Dean Clark 12511 Harvest Ave. Riverton, UT 84065

Clive Sprouse Family Revocable Trust c/o Clive Sprouse, Trustee P.O. Box 150559 East Ely, NV 89315 [Undeliverable]

Jack D. Close 3777 Pecos – McLeod, Suite #102 Las Vegas, NV 89121-4264

Patricia Close 3734 Mount Crest Dr. Las Vegas, NV 89121

Colton Properties, Ltd. 1581 Keswick Road Sandy, UT 84093 David R. Cook 2730 South 500 East Vernal, UT 84078

Max B. Cook 2483 South 1500 East Ballard, UT 84066

Covey Minerals, Inc. 2733 East Parleys Way, Ste. 3 Salt Lake City, UT 84109

Dan Eugene Cunningham 816 South 6th Street Lander, WY 82520 [Undeliverable]

James Leslie Cunningham 17011 Village Wood Lane Spring, TX 77379

Robert J. Cunningham 757 Maclean Ave. Kenilworth, IL 60043

Donna K. Davies 161 East 750 North Bountiful, UT 84010

James F. Deal 304 Reservoir Road Beckley, WV 25801

Ella Mary Dean 164 North 340 West Payson, UT 84651

Deep Creek Investments 2400 Sunnyside Ave Salt Lake City, UT 84108 Tom Connolly 950 Spruce Street, Suite 1C Louisville, CO 80027

Danny L. Cook 4228 South Vernal Avenue Vernal, UT 84078

George H. & Shannan R. Cook HC 66 Box 231 Roosevelt, UT 84066

Myra Cook 356 West 280 North Providence, UT 84332

Judy C. Cornia 4273 Dartford Ct. Casper, WY 82609

Jacquelyn Cox 8649 Blue Heron Dr. Terrell, NC 28682

Croff Oil Company 16 Waterway Ct The Woodlands, TX 77380-2641 [Address updated 11/22/2013]

Donald Arthur Cunningham 13315 High Star Drive Houston, TX 77083

Lynn Farris Cunningham 4350 East Lincoln Way, Apt 209 Cheyenne, WY 82001

Dale A. Meagher Trust P.O. Box 122 Vernal, UT 84078 Dillman Family, LLC 2180 Fort Untion Blvd Salt Lake City, UT 84121

William F. Disselhorst 6817 West Highland Ave Chicago, IL 60631

Laura Lane Wood Drammer 2845 San Marcos Los Olivos, CA 93441

Janet B. Dunn 562 Buteo Ridge Pittsboro, NC 27312

Alan Ray Eggleston 745 Northstar St. George, UT 84770

Gayla Ann Ekness 822 West Lagoon St. Roosevelt, UT 84066 [Undeliverable]

Ella M. Dean Trust c/o Dora W. Edvalson 164 North 340 West Payson, UT 84651 [Address updated 11/06/2013]

Cindy Elliott Price 420 South Main Central Valley, UT 84754

Alma Ronald Elliott 1128 South HWY 89 #47 Fruit Heights, UT 84037 DCP Investments, L.L.C. 1365 Ambassador Way Salt Lake City, UT 84108

Elizabeth Jayne Dean c/o Jeanine Dean 12511 Harvest Ave. Riverton, UT 84065

Harry Allen Dean 748 S. Joe Martinez Ct. Pueblo West, CO 81007

Julie Massey Deppe P.O. Box 790395 Vernal, UT 84079

Pat Disselhorst 5301 Keeney Skokie, IL 60076

Donald E. Hicken Family Trust c/o Donald E. Hicken 692 E. 300 N. Roosevelt, UT 84066

Mason Anthony Duncan P.O. Box 361 Neola, UT 84053

Susan Eggleston Spiers Rose Box 72 Pleasant Hope, MO 65725

Darlene Eggleston 377 West Center St. Springville, UT 84663 Anna Ellis 1658 Binford Street Ogden, UT 84401 [Address updated 11/06/2013]

Emerald Phoenix Oil Co., LLC 111 E. Lincoln Rd., Suite 4 Spokane, WA 99208

Pamela Moss Erickson 3535 Farrington Court West Jordan, UT 84084

Eugenia B. Pickup Family Living Trust Grant G. Pickup 1655 Fieldcrest Lane Salt Lake City, UT 84117 [Undeliverable]

Barbara J. Faver 1904 Pawnee Drive Yukon, OK 73099

Federal Land Bank of Sacramento P.O. Box 13106-C Sacramento, CA 94813 [Undeliverable]

Theodore M. Fergeson 400 West Illinois Ave., #970 Midland, TX 79701

Edith Fleck 7715 SW Stewart St Portland, OR 97223-9353 [Address updated 11/22/2013]

Stephanie Fleck (no address disclosed by records)

Mary Celeste Einert & Richard W. Celeste 189 E. Madison St. Elmhurst, IL 60126 [Undeliverable]

Eliason Eight, L.L.C. 4349 Lynne Lane Salt Lake City, UT 84124

Laurie Elliot Broderick 580 North 100 East Centerville, UT 84014

Vickie Elliott Smith 890 East 250 North Bountiful, UT 84010

Scott Elliott 3588 West 7550 South Spanish Fork, UT 84660

Elvin and Marlene Kettle Trust RR 2 Box 2306 1382 South 1500 East Roosevelt, UT 84066

EP Energy E&P Company, L.P. Attn: Altamont BU Manager P.O. Box 4660 Houston, TX 77210-4600

Erna Estella Murray Trust Jeremiah M. Murray, Trustee P.O. Box 163 Heber City, UT 84032

Kathleen Hogan Farr 9026 South 5600 West Payson, UT 84651 Doyle W. Foster 109 North 200 West 71-9 Roosevelt, UT 84066

Harrison Perry Fowles Route 3 Box 3330 Myton, UT 84052 [Undeliverable]

Mary Ellen Gardner 1160 E. Telegraph St., #30 Washington, UT 84780-1870

Donald Bruce Gavitte 2360 Lancaster Baldwin, NY 11510

Geoerge E. Houston Testamentary Trust Louise Marie H. Iorg, Trustee P.O. Box 1807 Roosevelt, UT 84066 [Undeliverable]

Lawrence Giannini 10123 Windfield Drive Munster, IN 46321

Gladys W. Christmas Family Trust Bernice C. Drage, Trustee 338 South 1400 East Spanish Fork, UT 84660

Geraldine Glenn 2183 Quail Court Grand Junction, CO 81507

Brenda Lee Goodrich Rt. 3 Box 3263 Myton, UT 84052 Fawn B. Coltharp Family Living Trust c/o Frances C. Loos, Trustee 2142 Eastwood Ogden, UT 84403-5359

Federal National Mortgage Association P.O. Box 650043 Dallas, TX 75265-0043

Alice E. Ferron 2808 Village Parks Drive Grand Junction, CO 81506 [Undeliverable]

Melissa N. Fleck 12085 SW 135th Ave Apt 55 Portland, OR 97223-1617 [Address updated 11/22/2013]

Jeanette Spitler Flynn 301 Prospector Way Ball Ground, GA 30107

Eric M. Fowles 3543 Cochise Drive West Valley City, UT 84120-3327

Lela M. & J.H. Fowles Route 3 Box 3330 Myton, UT 84052 [Undeliverable]

Garth G. Myers Trust No. R-100 c/o Garth G. Myers 1982 Browning Ave. Salt Lake City, UT 84108

Peter Franklin Gavitte 4116 McKinnon Rd. Napa, CA 94559 Benetta Gossett 34765 Cedar Ave. Yucalpa, CA 92399

Grant Erik Gottschall 5836 Lake Indero Dr. Agoura Hills, CA 91301 [Address updated 11/06/2013]

Cary A. Gray 7350 Oakwood Avenue Hesperia, CA 92345

April Dawn Griffith 2319 Himebaugh Ave Omaha, NE 68110 [Address updated 11/22/2013]

Gayla Griswald 815 2nd Avenue West Williston, ND 58801

Richard D. & Akiko Hackford 4215 Brantley Rd. Carlsbad, NM 88220 [Undeliverable]

H. Craig and Robyn Hall 11607 Roselawn Way South Jordan, UT 84095

Steven W. & Marcia G. Hamberg HC 69 Box 129 Randlett, UT 84063

Hansen Oil Properties LP P.O. Box 291275 Kerrville, TX 78029 George Marion Calder Trust George Marion Calder, Trustee 116 West 500 North Vernal, UT 84078

Michael Giannini 5409 Fire Pink Way Raleigh, NC 27613

Glen L. Sorenson and Lurrine Sorenson Family Legacy Trust P.O. Box 1809 Roosevelt, UT 84066-1809 [Undeliverable]

Nancy Elizabeth Gonzalez RR 3 Box 3102A Roosevelt, UT 84066 [Address updated 11/22/2013]

Goosneck Inc. 1589 N. 1200 E. Heber City, UT 84032

Heirs of Delpha Gayle Moss Gottschall 1362 Bora Bora Dr. West Jordan, UT 84084

Mark Scott Gottschall 1362 W. Bora Bora Drive West Jordan, UT 84084

Grant G. Pickup Family Living Trust 1982 Shirley B. Neilson, Trustee 1655 Fieldcrest Lane Salt Lake City, UT 84117

Laurita C. Gray 15625 Wet Hill Rd. Nevada City, CA 95959 Douglas Harmston 1940 East 5625 South So. Ogden, UT 84403 [Undeliverable]

Dalen Harris 4765 West Wasatch Dr. Highland, UT 84003

Robert L. Harris 7245 Buttermilk Driggs, ID 83422 [Undeliverable]

Houston P. Hemingway P.O. Box 32 San Acacia, NM 87831

David John Hermes 3390 West Monmouth Ave. Englewood, CO 80110

Elizabeth Hermes-Dickenson 3390 West Monmouth Ave. Englewood, CO 80110

Michael Highsmith 123 Sequoyah Buda, TX 78610

Michelle Hogan Anderson 6986 South 4000 West Spanish Fork, UT 84660

Mark Elliott Hogan 12567 South 5200 West Payson, UT 84651 Benton J. Grissom 450 Pasture Drive Carson City, NV 89701-7686

Marilyn G. Guhl 721 Sirstad St. Sitka, AK 99835-7231

Hall Family Living Trust 20 North Mountain Road Fruit Heights, UT 84037

Michael Moss Hall 19316 Circle Gate Drive, #202 Germantown, MD 20874 [Undeliverable]

Michael D. Hancock 1385 Riviera Drive, #431-8 Roosevelt, UT 84066

Lois Clarene Hansen 1826 North Jericho Way Meridian, ID 83642

James D. Harmston 264 North 300 East Manti, UT 84642 [Undeliverable]

Earlene M. Harris c/o Carter Harris 2207 E. Beverly Place Milwaukee, WI 53211 [Undeliverable]

Head Properties LLC 3801 LaVar Drive Salt Lake City, UT 84109 Diane Horton 1502 Meadow Trail Franktown, CO 80116

Houston Family Trust Gary R. Houston, Trustee 570 North 500 West Orem, UT 84057

Howard Rex Carroll Trust Howard Rex Carroll, Trustee 1030 South 850 West Vernal, UT 84078

Cal Huber P.O. Box 55 Lapoint, UT 84039

Kenneth Huber P.O. Box 56 Lapoint, UT 84039

Ray Huber 1690 North 3500 West Vernal, UT 84078-9736

Pauline Hullinger 135 Oglsby Bridge Rd. SE Conyers, GA 30094 [Address updated 11/06/2013]

Tina Hymas 481 Countryside Ave. Rexburg, ID 83440

International Petroleum LLC 4834 S. Highland Drive, #200 Salt Lake City, UT 84117

Danny K. & Carol J. Iorg P.O. Box 66 Ft. Duchesne, UT 84026 Charles Hermes 3390 West Monmouth Ave. Englewood, CO 80110

Hazel Hermes 3390 West Monmouth Ave. Englewood, CO 80110

Paule S. Hewlett 1736 Nicholson St. Houston, TX 77008

Sherry L. Highsmith P.O. Box 84 Lostant, IL 61334 [Undeliverable]

Corinne Hogan Muhlestein 13215 South 2420 West Riverton, UT 84065

Robert Kent Hogan 2210 Country Club Drive Salt Lake City, UT 84109

Houston Family LLC RaNae Ashton, Trustee 1045 East 470 North, #A3 Lehi, UT 84043

Margie Houston Rural Route 1 P.O. Box 1186 Roosevelt, UT 84066

Sandra L. Howard P.O. Box 1953 Kenai, AK 99611

Glenn J. Huber P.O. Box 154 Lapoint, UT 84039 Raymond Verl Iorg 4430 West 3240 South West Valley City, UT 84120

J. Hiram Moore, LTD 1204 W 7th St Ste 200 Fort Worth, TX 76102 [Address updated 11/22/2013]

Lydia T. Gibson James 503 Rocky Mouth Lane Draper, UT 84020

Elizabeth F. Jarvis 76 West Village Square Rd. Centerville, UT 84014

Christopher Cruz Joe P.O. Box 1388 Shiprock, NM 87420

Orval Cruz Joe P.O. Box 1388 Shiprock, NM 87420

Orval Cruz Joe 63 Mission Park Loop Los Lumas, NM 87031 [Address updated 12/18/2013]

John R. Disselhorst and Estelle M. Disselhorst Trust, Disselhorst, Trustee 205 Homestead La Grange Park, IL 60526

Jimmy Lawrence Justice 2491 North HWY 89, Trailer 111 Pleasant View, UT 84404 [Address updated 11/06/2013] Mary Lou Huber P.O. Box 55 Lapoint, UT 84039

Shirley Huber P.O. Box 154 Lapoint, UT 84039

M. Leon Hunsaker 500 Fox Ridge Drive Box 155 Providence, UT 84332

Verl Iorg, Jr. 4430 West 3240 South West Valley City, UT 84120

Gerald Kaye Iorg 4430 West 3240 South West Valley City, UT 84120

J. Barry and Donna L. Hall Family Trust 11607 Roselawn Way South Jordan, UT 84095

James P. Riley and Laura J. Riley Irrevocable Delcaration of Trust, Micheal Riley, Trustee 253 Linden Avenue Elmhurst, IL 60126-3606

Janet Powell Family Trust Calvin P. and Janet B. Powell, Trustees 3915 North 12000 West Bluebell, UT 84007

Jencar, Ltd. 1777 South 2600 East Salt Lake City, UT 84106 Lisa Marianne Justus 2198 Verona Cir Pleasant Grv, UT 84062 [Address updated 11/22/2013]

Janice M. Kennedy 13315 High Star Drive Houston, TX 77083

Kenneth E. and Elsie Corene Calder Trust Kenneth E. Calder, Trustee 134 West 500 North Vernal, UT 84078 [Address updated 11/06/2013]

Jerry Kettle Route 2 Box 2140 Roosevelt, UT 84066

Mike Kettle P.O. Box 134 Roosevelt, UT 84066

Peggy C. Killian RT 2 Box 2027 Roosevelt, UT 84066

Carleen I. Kurip Box 244 Fort Duchesne, UT 84026

Lamb Extension of Declaration of Trust & Agreement of Trust Karl L. Lamb, Trustee P.O. Box 332 Myton, UT 84052

Cecelia Pantaloon Lambeth 514 West 2675 North Cedar City, UT 84712 Joe Ann Shepard Huber Family Living Trust Kenneth Huber P.O. Box 56 LaPoint, UT 84039

Oreland Cruz Joe P.O. Box 1388 Shiprock, NM 87420

Stella Mae Joe P.O. Box 1388 Shiprock, NM 87420

Jon W. & Sally D. Larson Family Trust Jon W. Larson, Trustee 130 East 300 South Hyrum, UT 84319

Lawrence E. & Mary Loraine Justice RR 3 Box 3270 Myton, UT 84052

Fred W. Karo (Dec'd) 2820 Somerset Drive Lauderdale Lakes, FL 33311 [Undeliverable]

Cinda Luann Kelley 232 North 8th West Preston, ID 83263

Kenneth D. Luff Trust Kenneth D. Luff, Trustee 1580 Lincoln St., Suite 850 Denver, CO 80203

Dick & Jean Kettle Route 3 Box 3310 Myton, UT 84052 Lynn Michael Larsen 305 E. Sherman Ave. Salt Lake City, UT

Don C. Larson 301 East Eagle View Lane Blanding, UT 84511

Paul R. Larson 1672 North 175 West Cedar City, UT 84721

Grace Lawyer 1211 Monterey Rd. South Pasadena, CA 91030 [Undeliverable]

Barbarita Luceero Montes Lee P.O. Box 1384 Vernal, UT 84078

Roger C. Lindley 788 East 1100 North Pleasant Grove, UT 84062

Annamarie Locke P.O. Box 504 Roosevelt, UT 84066

Verna R. Locke 1212 East Center Street Springville, UT 84663

William I. Locke Rt. 2 Box 2309 Roosevelt, UT 84066 [Undeliverable]

Lola Tamson Carroll Trust 1030 South 850 West Vernal, UT 84078 Mark B. Kettle 1718 East 1000 South Ballard, UT 84066

Ralph & Wanda Kettle P.O. Box 375 Altamont, UT 84001

Jack Lee Kughler 141 South 900 West Salt Lake City, UT 84104-1125 [Address updated 11/06/2013]

Juanita Lucero La Rose 2375 West 1000 North Vernal, UT 84078

Ann W. Lambert 3375 Cherokee Lane Provo, UT 84604

Velma L. Lane 6121 Falcon Lane Morrison, CO 80465

Adrienne Larson c/o William S. Nicholson, CPA 300 East 4500 South Salt Lake City, UT 84107

Kenneth Larson P.O. Box 4 Manti, UT 84642-0004

Michelle S. Lavin 14631 Mimosa Lane Tustin, CA 92780

LeCompte Legacy, LLC 2711 Centerville Rd., Suite 400 Wilmington, DE 19808 Joan P. Lucero P.O. Box 208 Fort Duchesne, UT 84026

David O. Lundberg 3729 View Crest Circle Salt Lake City, UT 84124

Jared L. Lundburg 36 Galt Lane Ft. Rucker, AL 36362 [Undeliverable]

Cherie Moss Lyon 1700 Oak Lane Provo, UT 84601

MacMurray Investment Company 5335 Rose Leaf Drive Murray, UT 84123

April Moss Mantle 1209 Elm Mission, TX 78572

Robert Douglas Maritan 1627 Cambridge Rd Fayetteville, AR 72701 [Address updated 11/06/2013]

Abigail Marsh 6931 East Girard Avenue Denver, CO 80224

Karen Martinez RT 3 Box 3421 Myton, UT 84052

Valda D. Massey (Dec'd) 3079 W 500 S Vernal, UT 84078 [Address updated 11/22/2013] Mordecai Lewis Marsh IV 8027 South Pennsylvania Court Littleton, CO 80122

Ronald A. Lindley 71 East 2050 North Provo, UT 84064

Martin G. & Jill Locke 2026 North 4650 West Ogden, UT 84404-9730

William B. Locke 8398 Old Mooringsport Road Shreveport, LA 71107

Jane Burwell Loftis 725 Quarter Staff Road Winston-Salem, NC 27104

Bernard Lucero P.O. Box 319 Neola, UT 84053

Sharla Lundberg Arnold 1808 Mountain Crest Drive Draper, UT 84020

Linda Lundberg 232 S Center Street Delta, UT 84624

Tracy Colleen Lyons Rt 3, Box 3270 Myton, UT 84052

Margaret A. Hooper Family Estate Trust Jerrl L. Hooper, Trustee 705 Lakeway Drive El Paso, TX 79932 [Undeliverable] Adrian B. Massey 1131 South 730 West Payson, UT 84651

Floyd L. Massey P.O. Box 93 Jensen, UT 84035-0093

Michael F. D. Massey 162 North 130 East Orem, UT 84057

Sherwin Basil Massey 953 South 930 West Payson, UT 84651

Heirs of Audrey Lighton McClement 1099 W Washington Ave Gilbert, AZ 85233-5230 [Address updated 11/22/2013]

Dennis A. McClement 1099 W Washington Ave Gilbert, AZ 85233-5230 [Address updated 11/22/2013]

Paul L. McCulliss P.O. Box 3248 Littleton, CO 80161

Loye Ranae McDonald 333 Rosewood Park Lane Draper, UT 84020

Illela McKinlay (Dec'd) Box 39 Teton City, ID 83451 Harold W. Marrs P.O. Box 110 Vernal, UT 84078 [Undeliverable]

Stephen Abbot Marsh 8969 West Harvard Place Lakewood, CO 80227 [Address updated 11/18/2013]

Marvil Investments LLC 3183 E. Old Ridge Cir. Salt Lake City, UT 84121-4422 [Address updated 11/04/2013]

Julian A. Massey, Jr. 1749 North 1500 West Vernal, UT 84078-9604

Diedra Dawn Massey 3079 West 500 South Vernal, UT 84078

Laerydin Val Massey 3070 West 500 South Vernal, UT 84078

Nolan G. Massey 1398 West 400 South Vernal, UT 84078

Dorothy McClellan 1943 East Pegram Street Meridian, ID 83642

Robert L. McClement, Jr. 1128 SE Salmonberry Road Port Orchard, WA 98366

Scott G. McKnight Box 201 Price, UT 84501

Heirs of Marriner F. McMullin 830 East Scenic Drive North Washington, UT 84780

Frank and Marlene McMullin 830 East Scenic Drive North Washington, UT 84780

James McNaughton 2354 Galaxy Way Lake Orion, MI 48360

MHM Resources, LP P.O. Box 51570 Midland, TX 79710-1570

Mark C. Miller 3113 Carrigan Canyon Dr. Salt Lake City, UT 84109

Sherie L. Miller 1207 South 5th West Rexburg, ID 83440

Carlyn Mitas 33500 SE Stevens Rd. Corbett, OR 97019

MJG Western Exploration & Development LLC Milam Sons Minerals L.L.C. 5409 Fire Pink Way Raleigh, NC 27613

Antone Grant Moss 3702 Dixie Circle West Jordan, UT 84084 [Undeliverable]

Margaret Ann McCue 5690 W Atlantic Ave Apt 106 Del Ray Beach, FL 33484-8217 [Address updated 11/06/2013]

Lana H. McDonald P.O. Box 1630 Vernal, UT 84078

Carrie Jean McGregor 228 West 3450 North Pleasant View, UT 84414

Gordon A. McKinlay 4141 East 550 East Rigby, ID 83442

Heirs of Jennie J. McMullin 830 East Scenic Drive North Washington, UT 84780

David J. and Christeen McMullin HC Box 100 Randlett, UT 84063

Joseph and Julie McMullin P.O. Box 574 Washington, UT 84780

Judith G. Merritt 2689 High Pine Church Road Asheboro, NC 27205-9347

P.O. Box 26 Chelsea, OK 74016-0026

Nancy K. Miller 2926 Banbury Road P.O. Box 21504 Salt Lake City, UT 84121-0504 Peggy Vermillion Moss 1021 Williams Ave. Salt Lake City, UT 84105 [Undeliverable]

Cathy Loraine Murray Route 3 Box 25 B Myton, UT 84052 [Address updated 1/4/2013]

Emma Jean Murray 218 West Rangerly Ave. Rangely, CO 81648

Ray Murray 1515 East 4000 South Vernal, UT 84078

Nancy K. Sparks Living Trust David Alan Sparks, Trustee 5804 Cranston Place Midland, TX 79707-5025 [Address updated 12/9/2013]

Larraine M. Nelson 2036 W. 1600 N. Provo, UT 84604

Douglas and Christine Newson 11607 Roselawn Way South Jordan, UT 84095

Oberhansly Ranch LLC HC Box 45 Neola, UT 84053-9601

O'Brien Production Company, Inc. 550 W Texas, Suite 1140 Midland, TX 79701 [Undeliverable]

Renee S. Millett 990 N. Daybreak Dr. Washington, UT 84780 [Undeliverable]

Monte and DraDonna Mitchell 4265 North 2500 East Roosevelt, UT 84066

Merne S. Moore P.O. Box 3151 RR 3 Myton, UT 84066

Elaine Watson Moss 1925 East 3900 South Salt Lake City, UT 84124-1646

Susan Mundell 3390 West Monmouth Ave. Englewood, CO 80110

Clyde R. (Rick) Murray 2214 RR 2 Roosevelt, UT 84066

Jeremiah Martin Murray P.O. Box 163 Heber City, UT 84032

Susan K. Murst 2352 N. 3450th Road Marseilles, IL 61341 [Undeliverable]

Mary Ann Baxter Nelson P.O. Box 708752 Sandy, UT 84070 [Undeliverable] Janet E. Olsen 1746 North 900 East Ogden, UT 84414

Olson Family Trust 3163 East Fox St. Mesa, AZ 85213 [Undeliverable]

Leslie Rae Gottschall Olsson 1524 Bonham Ct. Irving, TX 75038-5900 [Address updated 11/06/2013]

Ouray Park Irrigation Company P.O. Box 395 Roosevelt, UT 84066

Barbara U. Oxborrow 51 Hillsborough Drive Pleasant View, UT 84414-2271

Pan Oklahoma Corporation PO Box 371 Riverton, UT 84065

Delbert Ray Parnell 2115 N Mesa Ave Roswell, NM 88201 [Address updated 11/22/2013]

Lloyd Parnell P.O. Box 30 San Acacia, NM 87831

Patricia A. Peleschka Family Living Trust Patricia Ann Peleschka, Trustee 9888 South Marwood Park Lane South Jordan, UT 84095 Shirley B. Norton, aka Neilson 1655 Fieldcrest Lane Salt Lake City, UT 84117

Loretta E. Oborn 212 Baldwin Roseville, CA 95678

David R. Olsen 389 Isle Court Palm Beach Garden, FL 33418

Kent S. Olsen 7065 S. Penrose Court Centennial, CO 80122

Ralph Paul Olson 40 North 500 East Pleasant Grove, UT 84057

Heirs of Ora Batchelor Ornsby 10207 218th Ave. Court East Bonney Lake, WA 98391

Owen Dale Anderson and Glenna Anderson 1982 Family Trust Orlan D. Anderson P.O. Box 92 Vernal, UT 84078-0092

Tamara Parkinson 1207 South 5th West Rexburg, ID 83444

Larry R. Parnell HCR 77 Box 7 Abiquiu, NM 87510 Chauncey Eugene Penfold 1019 Fortune Rd. Youngsville, LA 70592-5445

Jacqline Peters 20838 144th Ave. SE Kent, WA 98042

Sharma Lundberg Phillips 1123 Riverview Drive Glenwood Springs, CO 81601

Kenneth (Pete) and Joan B. Pickup HC 69 Box 102 Randlett, UT 84063

Lyle C. Pickup 8322 Romaine Drive Sandy, UT 84070

David Christian Pierson 13705 El Espejo La Mirada, CA 90638

Shane Patrick Pierson 4359 Sawgrass Court Chino Hills, CA 91709

Paula Moss Preston 479 Wellington Street Orange, CA 92669 [Undeliverable]

William J. Price 2816 Wayman View Court Salt Lake City, UT 84117 [Address updated 11/06/2013] Wayne Parnell P.O. Box 162 Abiquiu, NM 87510

Rodney L. Peart 7323 Sovereign Ct. Citrus Heights, CA 95621

Pentagon Oil Company P.O. Box 399 Kilgore, TX 75663-0339

Joy Peterson 393 North 3400 East Lewisville, ID 83431

Jason D. (Jake) & Trisha Pickup P.O. Box 747 Vernal, UT 84078-0747 [Address updated 11/18/2013]

Kenneth D. Pickup HC 69 Box 102 Randlett, UT 84063

Brenda Pierson 8173 South 535 East Sandy, UT 84070

Michael D. Pierson 1012 Ridge Road Lewiston, NY 14092

Steven J. Price 2816 Wayman View Court Salt Lake City, UT 84117 Steven C. Purvis Route 1 Brookside Lane Boise, ID 83702 [Undeliverable] Kera K. Townsend Proffitt 2700 F Street Sacramento, CA 95816

Ralph V. & Geraldine C. Larson Family Trust Ralph V. Larson, Trustee 1232 South 490 West Orem, UT 84058 Ray and Donna F. West Living Trust Ray West 3107 Metz Midland, TX 79705

Gail Reese 6347 W Meadowlark Way Florence, AZ 85132-6416 [Address updated 11/29/2013] Constance Joy Reist 2352 Saint Francis Dr. Palo Alto, CA 94303

Gary K. Reist 1120 Santa Rufina Ct. Solano Beach, CA 92075 Edwin G. Richman 546 Mason Circle Roosevelt, UT 84066-2212 [Undeliverable]

Max E. Richman 546 Mason Circle Roosevelt, UT 84066-2212 [Undeliverable] Val Rae Richman 1045 West 250 North Roosevelt, UT 84066

Marilyn & Sidney W. Riker P.O. Box 393 Lapoint, UT 84039 Joseph J. Riley 107 Mainsail Dr. Stevensville, MD 21666-2528 [Undeliverable]

Mark D. & Robyn Riley 5708 Fairview Downers Grove, IL 60516 Thomas J. & Mary Lee Riley 2100 N. Lincoln Park W., Apt 10 F N Chicago, IL 60614-0983

Ruth Helen Rimback 211 Willow Valley Square, Apt C-226 Lancaster, PA 17602 [Address updated 11/04/2013] Gloria Janet Womack Roberts 3210 West 330 North Box 1265 Roosevelt, UT 84066 [Address updated 11/06/2013] Kathy Roberts 457 W. Lagoon St., #46-3 Roosevelt, UT 84066

Theresa M. Roster Route 1 Brookside Lane Boise, ID 83702 [Undeliverable]

Daniel S. & Penny B. Sam 1104 West 1700 South Vernal, UT 84078

Heirs of Deanna Kaye Sargent 305 East Sherman Ave. Salt Lake City, UT 84115

Bonnie & Belinda Goodwin Scott P.O. Box 965 Vernal, UT 84078 [Undeliverable]

Norman S. Sheya 9844 South 1300 East, Suite 135 Sandy, UT 84094 [Undeliverable]

Slover Minerals LP 3614 Royal Road Amarillo, TX 79109

Smith Minerals Ltd. Box 215 Craig, CO 81626 Kristin Barton Rodriquez 1 Mink Hollow Ln Millstone Twp, NJ 08510-8731 [Address updated 11/22/2013]

Roy-Co 2005 South 300 West Salt Lake City, UT 84115-1808

Dusty Sanderson 6405 Kingsbury Amarillo, TX 79109 [Undeliverable]

Sather and Sons, Inc. c/o Rodney J. Aycock 58 East 100 North Roosevelt, UT 84066 [Undeliverable]

Joe Ann Shepard Huber P.O. Box 56 Lapoint, UT 84039

Shirley Huber Family Living Trust Glenn J. Huber P.O. Box 154 LaPoint, UT 84039

John M. Smith (Heirs) 473 Becky Street Tulare, CA 93274 [Undeliverable]

F. McKay & Jeannine Smith 2419 Bueno Vista Drive West Jordan, UT 84088 [Undeliverable] Sondra Kay Smull 14300 N 160th Dr Surprise, AZ 85379 [Address updated 11/22/2013]

Beverlye Soli-Maritan P.O. Box 702676 Tulsa, OK 74170

Sorenson Family Legacy Trust Route 3 Box 3359 Myton, UT 84052

James W. Sparks (Dec'd) 4305 N. Garfield Street, Suite 244 MIdland, TX 79705 [Undeliverable]

Donna Spitler 139 Mendel Dr Smithfield, NC 27577 [Address updated 11/22/2013]

William O. & Deborah O. Spitler 3738 Mount Vernon Road Tupelo, MS 38804-7098

Ms. LaVonne Garrison Assoc. Director – Oil & Gas Utah School and Institutional Trust Lands Administration 675 E. 500 South, Suite 500 Salt Lake City, UT 84102

Richard Scott Stewart 2405 St. Mary's Drive Salt Lake City, UT 84108

Billie Rae Stolworthy 27032 North 43 Street Cave Creek, AZ 85331 Horace Snyder 271 B Street Salt Lake City, UT 84103 [Undeliverable]

M. Virginia and Marvin G. Somers 15935 N. McCauley Lane Mount Vernon, IL 62864-7951 [Address updated 11/06/2013]

Nicholle Spainhower 1026 E. 1160 S. Provo, UT 84606

Charles Almon & Rita Sue Spitler 6 Tanners Row Pooler, GA 31322-9641

James D. & Jackie R. Spitler 8749 East Casey Road Mount Vernon, IL 62864-1922

George G. Staley 400 West Illinois Ave., #970 Midland, TX 79701

Phyllis S. Stewart 2405 St. Mary's Drive Salt Lake City, UT 84108

Rhea Jean Stoddard 4057 Ivana St. West Valley City, UT 84120

Melba Stone 1768 Herbert Ave. Salt Lake City, UT 84108 Stonegate Resources LLC 4994 E. Meadows Drive Park City, UT 84098-5921

David M. & Norma G. Swenson Route 3 Box 3319 Myton, UT 84052

Talisman Energy USA, Inc. 50 Pennwood Place Warrendale, PA 15086

Mildred M. Tate 1125 S. 58th Street, Space 77 Springfield, OR 97478

H. Thomas Taylor 1434 West Renaissance Place Pleasant Grove, UT 84062

Doral Leslie Thacker 1266 South Riata Street Gilbert, AZ 85296

Sybil Thomas 19710 Timberridge Dr. Magnolia, TX 77355

TOC – Rocky Mountains, Inc. c/o BP America Production Company P.O. Box 3092 Houston, TX 77253

Timothy E. Townsend 240 The Village, #201 Redondo Beach, CA 90277 Karen Barton Summerhays P.O. Box 544 Kalaheo, HI 96741

Szyndrowski Western Development LLC 9070 Sunrise Lane Orland Park, IL 60462

Katheryn M. Talbot P.O. Box 866 Panquitch, UT 84759

Heirs of Charles Van Tate 1125 S 58th St., Space 77 Springfield, OR 97478

Elaine S. Taylor Box 14 Cody, WY 82414

Dale Francis Thacker 794 East Coventry Ln. Alpine, UT 84004

Thomas Edwin Hall Testamentary Trust Jay M. Hall, Trustee 965 Pinnocchio Drive Salt Lake City, UT 84116

United States Bureau of Land Management Vernal Field Office Attn: Jerry Kenczka 170 South 500 East Vernal, UT 84078

Charles R. Tierce 401 W. Texas Avenue, Suite 404 Midland, TX 79701-4414 United States Bureau of Land Management Utah State Office Attn: Roger Bankert 440 West 200 South, Suite 500 Salt Lake City, UT 84101 Kera K. Townsend 2700 F Street Sacramento, CA 95816

Norma Upp McMullen 4452 Desert Hills Drive Sparks, NV 89436-2618

Uintah County 147 East Main Vernal, UT 84078

John G. Upp 7217 Mountain Hills Drive West Jordan, UT 84081-4100 University of Utah c/o William S. Nicholson, CPA 300 East 4500 South Salt Lake City, UT 84107

Utah Land Trust Gilbert E. Maggs, III, Trustee 230 Park Avenue Satellite Beach, FL 32937 Jeff Upp 6350 Napa Ave. Alta Loma, CA 91701

Ute Indian Tribe
Energy and Minerals Department
P.O. Box 70
Fort Duchesne, UT 84026

Utah National Parks Council, Inc. Boy Scouts 748 North 1340 West Orem, UT 84057

Carolyn B. Vasta 2573 Abbey Lane SE Salem, OR 97317 Annete E. Van Wagoner 704 East Center Street Heber City, UT 84032

Marilyn M. Veesart 1036 Elm Way Rock Springs, WY 82901 George G. Vaught, Jr. P.O. Box 13557 Denver, CO 80201-3557

Virginia R. Hansen Trust Estate James D. Hansen Trustee 2510 Frontier Dr. Midland, TX 79705 Julia Moss Vincent 9141 South 1380 East Sandy, UT 84092

Lanore K. Whiting 1787 South 40 West Orem, UT 84058 Vivian E. Szyndrowski Revocable Living Trust 9070 Sunrise Lane Orland Park, IL 60462 William F. Roden Bypass Trust Gerald J. Hertel, Trustee P.O. Box 10909 Midland, TX 79707

Peggy Jean Webster Wilson P.O. Box 52467 Midland, TX 79710

Earl Alonzo Winn 5954 Normandy Place Riverside, CA 92506

Ralph S. & LaJean Winn Route 3 Box 3275 Myton, UT 84052

Eileen Marie Lucero Wissiup P.O. Box 431 Fort Duchesne, UT 84024

Wixom Trustee 1737 Nalulu Place Honolulu, HI 96821

Burton Womack P.O. Box 1109 Beaver Dam, AZ 86432

Glen Womack 233 East 100 South Orem, UT 84058

Issac Womack 3679 S. 500 E. Vernal, UT 84078

Gordon Douglas Womack, Life Est 3679 South 500 East Vernal, UT 84078 Doris Kathryn Huber Walker P.O. Box 317 Lapoint, UT 84039

Bernice & Joseph O. White 2795 W. 2890 S. Salt Lake City, UT 84119-1840

Annabelle Wilkins 192 South State Street Roosevelt, UT 84066 [Undeliverable]

Diana Lynn Wilson P.O. Box 624 Huntington, UT 84528

Charles Ira & Diana Winn Box 1 Ft. Duchesne, UT 84026

Linda Kay Winn Rt. 2 Box 3270 Myton, UT 84052

Richard Samuel & Joann Winn P.O. Box 249 Ft. Duchesne, UT 84026

Dean R. Wixom 542 Quail Run Ct., Apt. 60 Monterey, CA 93940 [Undeliverable]

Stanley Womack, Jr. Rt. 2 Box 2320 Roosevelt, UT 84066

Fred B. & Shirley L. Womack 5527 Asbury Way Stockton, CA 95219 Parker Jamie Womack 345 Hemlock Rock Springs, WY 82901 [Address updated 11/06/2013]

Dale Womack, Trustee 485 West 250 South Vernal, UT 84078

Darlene D. Wood, a widow 1211 Pennsylvania Gulch Rd. Murphys, CA 95247

Woodside Family Trust P.O. Box 5422 Ardmore, OK 73402 [Undeliverable]

Ervin D. Young P.O. Box 156 Lapoint, UT 84039

BP America Production Company P.O. Box 3092 Houston, TX 77253

Jeff Womack 363 Pine Cove Lane Kaysville, UT 84037

Larry Womack P.O. Box 407 Bear River City, UT 84301 [Address updated 11/06/2013]

Tammy Barlow 2445 South Springwood C.P. Lafayette, CO 80026 Gordon Douglas Womack 485 West 250 South Vernal, UT 84078

Jeff Warren Womack 214 East 1150 South, 313-2 Roosevelt, UT 84066

Linize Womack 3679 S. 500 E. Vernal, UT 84078

Stanley Womack Rt. 3 Box 3335 Myton, UT 84052

Wiley B. & Margaret A. Womack 227 Mentor Drive Arlington, TX 76002 [Undeliverable]

Lisa N.Wood 17395 East Rice Circle, Unit B Aurora, CO 80015-2781

Beatrice Yauney 2095 Eldon Way Sandy, UT 84093-6401

Patsy Zambetti 2778 Cambridge Street West Linn, OR 97068

Peter and Shelley Gavitte 4116 McKinnon Rd. Napa, CA 94559 Kent Birchell 238 S 500 W Vernal, UT 84078 [Address updated 11/22/2013]

Antelope ORRI, LLC 2441 High Timbers Dr Ste 120 The Woodlands, TX 77380 [Address updated 11/06/2013]

Forcenergy Onshore Inc. 707 17th Street, Suite 3600 Denver, CO 80202

Chevron USA Inc. Attn: Todd Krantz P.O. Box 2100 Houston, TX 77252-2100

III Exploration II LP Attn: Mike Rich P.O. Box 70019 Boise, ID 83706

James E. Anderson 15304 Willowbrook Lane Morrison, CO 80465

Kearns Campbell Investment Co. 217 Cedar Street Sandpoint, ID 83864

Legends Exploration, LP 5851 San Felipe, Suite 760 Houston, TX 77057

Petroglyph Energy, Inc. P.O. Box 7608 Boise, ID 83707 Linda Hadley 5454 South 2200 West Roy, UT 84067

Gary Womack 515 West 3500 North Pleasant View, UT 84414

Karen Lundgreen 340 East 21st St., #3023 Ogden, UT 84401

Alpine King Inc. 1257 Third Avenue Salt Lake City, UT 84103

Bill Barrett Corporation Attn: David Watts 1099 18th Street, Suite 2300 Denver, CO 80202

Broughton Petroleum, Inc. 13 Townhouse Court Bellaire, TX 77401-3315

Encana Oil & Gas (USA) Inc. 370 17th St., Suite 1700 Denver, CO 80202

Ivers Oil Company LLC 111 E. Lincoln Road, Suite 4 Spokane, WA 99208

Jerome B. Guinand and Dorothy K. Guinand Trust 9522 E. Champagne Drive Sun Lakes, AZ 85248 Steven L. Smith 129 Oakmont San Antonio, TX 78212

Anna Beth Magee 2409 W. Kentucky Ave. Midland, TX 79701-6854

Heirs of Marva Boss Upp 6350 Napa Ave. Alta Loma, CA 91701

Heirs of Jo Anne Highsmith 123 Sequoyah Buda, TX 78610

Heirs of John H. Houston 1045 East 470 North, #A3 Lehi, UT 84043

Karen Sirstins 11638 E. Onyx Ave. Scottsdale, AZ 85253

Heirs of Craig Rushton Moss 1021 Williams Ave. Salt Lake City, UT 84105 [Undeliverable]

Heirs of Raphael Grant Moss 2110 Tera Linda Salt Lake City, UT 84117 [Undeliverable]

Dawn Burkgart (no address disclosed by records)

Keystone Oil and Gas, LLC 950 S. Garfield St. Denver, CO 80209

Newfield Production Company 1001 17th Street, Suite 2000 Denver, CO 80202

Richard Shane McKnight P.O. Box 17169 Salt Lake City, UT 84117

Sandra G. McKnight PO Box 779 Mesquite, NV 89024 [Address updated 11/06/2013]

The Joy Partners, Ltd. P.O. Box 576 Ardmore, OK 73402-0576

Heirs of H. V. Upp 7217 Mountain Hills Drive West Jordan, UT 84081-4100

D. Craig Hammond, Life Estate 2915 Coventry Lane Greenwood, IN 46143

Heirs of George H: Houston RR1 Box 1186 Roosevelt, UT 84066 [Address updated 12/31/2013]

Heirs of Chelta Moss Snyder 271 B Street Salt Lake City, UT 84103 [Undeliverable] Danny Wayne Murray 300 N. 900 SE Roosevelt, UT 84066 [Undeliverable]

David Spitler (no address disclosed by records)

Tressa Garner Moore P.O. Box 535 Pocola, OK 74902

Brenda M. Zubeck 414 Swires Road Kenai, AK 99611

Clara Darlene Hemphill Roy 142 S. Orchard Dr. North Salt Lake, UT 84054

Grant G. Pickup & Eugenia B. Pickup, or their successor, as trustees of the Grant G. Pickup Family Living Trust executed March 31, 1982 Route 1, Box 1284 Roosevelt, UT 84066 [Undeliverable]

Three Brothers Inc.
P.O. Box 2209
Newport Beach, CA 92659
[Undeliverable]

Bryan W. Wickham & Annie D. Wickham HC 69, Box 360 Randlett, UT 84063 [Address updated 11/06/2013]

Beth I. Berg, as Trustee of the Beth I. Berg Revocable Living Trust 915 Saddle Drive, Apt # 120 Helena, MT 59601 [Address updated 11/06/2013] Heirs of Eva G. Moss 3702 Dixie Circle West Jordan, UT 84084 [Undeliverable]

James & Barbara MacDuff Living Trust 1822 W. 14200 S. Bluffdale, UT 84065

Mike Spitler 6 Tanners Row Pooler, GA 31322

Larry C. Murray 568 North Laruta Drive Washington, UT 84780

Doug Spitler 1225 Brainard Woods Dr. Dayton, OH 45458

Richard H. Johnson 3603 Lost Creek Rd. Anaconda, MT 59711

Donna Jean Hanna 460 Lewis St. East Helena, MT 59635 [Undeliverable]

William Terry Mitchell 5550 West McIntosh Griffin, GA 30223

Howard W. Mitchell 5804 Knobby Hill Road Narvon, PA 17555 Bryan W. Wickham, as Sole/Surviving Trustee of the Bryan W. Wickham & Annie D. Wickham Rev. Trust Dated 8/13/2003 HC 69, Box 360 Randlett, UT 84063 [Address updated 11/06/2013]

John M. Smith & Corabel T. Smith, h/w 2930 E. 5th St.
Long Beach, CA 90814
[Undeliverable]

Nicona Neilson 745 14th St Se #3-202 Loveland, CO 80537-8942 [Address updated 11/22/2013] Eugenia B. Pickup & Grant G. Pickup, or their successor, as trustees of the Eugenia B. Pickup Family Living Trust executed March 31, 1982 Route 1, Box 1284 Roosevelt, UT 84066 [Undeliverable]

William N. Stevens, Jr. & Marjorie E. Stevens 437 NW Reed Ln Dallas, OR 97338

[Address updated 11/06/2013]

Pattie Reed P.O. Box 146 Myton, UT 84052

Douglas M. Brough P.O. Box 110 Duchesne, UT 84021 [Undeliverable] Edward Earnest Turner & Diann Turner h/w as JT HC 69, Box 370 Randlett, UT 84063 [Undeliverable]

Olliver Kissling & Peggy Jean Kissling 5470 Bennet St. Roosevelt, UT 84066 Dee W. Brough & Cloe L. Brough as Trustees of the Brough Family Trust u/a/d November 1, 2000 P.O. Box 60013 Randlett, UT 84063

Chad P. Winn & Vernice K. Winn 505 N. 100 W. Nephi, UT 84648

Corporation of the Presiding Bishop of the Church of Jesus Christ of Latter Day Saints 50 East North Temple Street Salt Lake City, UT 84150

Kenneth D. Pickup & Joan B. Pickup HC 69 Box 102 Randlett, UT 84063 Ute Distribution Corporation P.O. Box 696 Roosevelt, UT 84066

Shirley P. Norton 185 N. 1800 S. Roosevelt, UT 84066 BSNR Raptor, L.P. 1001 Fannin, Suite 2020 Houston, TX 77002 Pearl Arkansas P.O. Box 291 Ft. Duchesne, UT 84026

Virginia D. Corbett 864 Lake Elsie Dr Tavares, FL 32778 [Address updated 12/09/2013]

Lili Marlaene Ashwood 6814 S. 1300 E., Apt 18 Salt Lake City, UT 84121-7232 [Address updated 11/04/2013] CoBank, fka Federal Land Bank of Sacramento 245 N. Waco St. P.O. Box 2940 Wichita, KS 67201-2940 [Address updated 11/04/2013]

Paul L. Atwood P.O. Box 626 Bluebell, UT 84007-0026 [Address updated 11/04/2013]

Billy Hatch heir to Pearl Arkansas (deceased) 5264 West Side Drive Kearns, UT 84118 [Address updated 12/31/2013]

Julie Am Carta

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